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Law Enforcement Services in Clackamas County: Description and Financial Analysis

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**LAW ENFORCEMENT SERVICES IN
CLACKAMAS COUNTY:**
Description and Financial Analysis

Final Report

December 16, 1988

Prepared for:

Clackamas County Blue Ribbon Committee on Law Enforcement

Prepared by:

**Center for Urban Studies
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This report is the product of a collaborative effort on the part of many individuals and agencies. It reflects the best data available and the collective analysis of all directly concerned parties. While the final responsibility for its content rests with the Center for Urban Studies, the Blue Ribbon Committee and the Technical Advisory Committee have had substantial input to its content. The research team wishes to thank the members of both committees for their patience, involvement, and contribution. Without the willing support of each of the law enforcement agencies in the County there would have been a far less useful report. In sum, we believe this report to be an accurate description of the delivery and financing of law enforcement services in Clackamas County for the period 1986-87. Deficiencies in the description and analysis of the service delivery system and its financing may exist due to data gaps and errors. Barring these, however, the remaining deficiencies are the responsibility of the research team.

EXECUTIVE SUMMARY

This report was prepared for the Clackamas County Blue Ribbon Committee on Law Enforcement by the Center for Urban Studies, Portland State University. The report provides a description of the current system of law enforcement service provision in the County by city and County service providers. It also analyzes the current financing process of law enforcement with regard to the equity of service received in relation to amounts paid by city and County residents. The analysis focuses only on law enforcement and does not address the other services provided by the County or other jurisdictions. Further, the findings presented here are factual and descriptive in nature and do not presume to recommend policy actions. General courses of action are recommended in a subsequent report. Finally, the reader should remember that service delivery at the local government level is no longer a simple matter. The individual actions of a single jurisdiction can have significant consequences for its neighbors and vice versa. In a metropolitan setting, service delivery is increasingly a matter of intergovernmental collaboration and cooperation.

The period covered by the research is Fiscal Year 1986-87. This time period was chosen because the Committee lacked the resources for a long term trend analysis and for the most recently available audited expenditure reports of the covered jurisdictions. The jurisdictions involved included: Clackamas County Sheriffs Office (CCSO) and the cities of Barlow, Canby, Estacada, Gladstone, Happy Valley, Johnson City, Lake Oswego, Milwaukie, Molalla, Oregon City, Portland, Rivergrove, Sandy, Tualatin, West Linn, and Wilsonville. For reasons of data availability and analytical difficulties, the Portland and Tualatin law enforcement agencies were not fully treated in the analysis.

All services provided by law enforcement agencies in the County were reviewed for this report. The current data collection system for each jurisdiction was consulted to establish the degree to which comparative analyses across jurisdictions would be possible. While each jurisdiction reports to the state mandated Oregon Uniform Crime Reports system, the level of comparability is minimal because of reporting difference and the limits of this system. The Clackamas Law Enforcement Automated Support System data base was reviewed for its usefulness, but it also had limitations. Hence, for these and other limitations, the researchers were confined to describing the current system without being able to compare service effectiveness. The kinds and degree of services provided are described for each jurisdiction and the extent of interjurisdictional contracting is also considered. Jurisdictional comparisons of personnel in total, per capita, and per square mile are provided. Similar comparisons are provided for crime response in total and per sworn officer.

The financing mechanisms for each jurisdiction were reviewed and expenditures and revenues analyzed. In the absence of complete data for city assists to the CCSO, and vice versa, it was not possible to fully analyze expenditure/revenue differentials in this regard. It was, however, possible to complete a useful analysis of the CCSO's revenues in relation to expenditures.

The findings of the research are:

SERVICE

- The services provided by all jurisdictions currently cover all areas of need although some specific crime areas are of significant concern, most notably drug enforcement.

- The CCSO occupies a unique and important role as a countywide provider of law enforcement services.
- The current mix of CCSO services is drawn from a specific mandate to provide jail and civil process services and a general mandate to maintain public safety.
- The mix of CCSO services is a product of historic development, time specific needs and pragmatic decisionmaking.
- Cities currently concentrate on providing general patrol services within their boundaries and some selected, specialized services on a jurisdiction by jurisdiction basis.
- Cities selectively acquire service from other providers, often the CCSO, based on need and availability.
- Small cities appear to benefit from contracting with the CCSO for service rather than providing their own department where twenty-four hour service is required.
- Some cities face unique law enforcement problems based on transient populations of tourists, workers and criminals.
- There are no common definitions of service across jurisdictions and no established mechanism for establishing a collective approach to service delivery where desirable.
- The services delivered to the unincorporated area by the CCSO is of a more sophisticated nature than found in rural counties.
- A great deal of this difference is attributable to the metropolitan nature of the region as a whole and the impact of unique resources such as Mt. Hood and Clackamas Town Center.
- Collaboration among jurisdictions exists but does not support an effective mechanism for identifying ways to off-set the spillover of benefits and costs among jurisdictions.
- The existing collaboration among all jurisdictions has made a positive contribution to law enforcement but could be extended significantly with substantial benefit accruing countywide.
- A comprehensive data collection strategy for comparing service and effectiveness across jurisdictions does not exist at the current time, which made the research task more difficult to complete.

FINANCE

- There is a substantial revenue/expenditure differential between incorporated and unincorporated areas of the County in the provision of service by the CCSO.
- This differential appears to benefit residents of the unincorporated area inside the metropolitan Urban Growth Boundary (UGB) more than residents outside the metropolitan UGB.

- Some of this differential may be appropriate but the data do not account for services to city residents not currently charged for by the CCSO or to cope with the unique law enforcement problems faced in a metropolitan environment.
- Cities receive services, in significantly varying amounts for individual cities, from the CCSO for which they are not currently charged directly.
- The CCSO receives assistance from city agencies for which it is not currently charged directly.

INTRODUCTION

This report is a product of a contract for service between the Clackamas County Blue Ribbon Committee on Law Enforcement and the Center for Urban Studies, School of Urban and Public Affairs, Portland State University. The Blue Ribbon Committee is charged with reviewing the provision of law enforcement services within the County and recommending actions to improve the delivery of law enforcement services through the elimination of overlaps, cost inequities, and inefficiencies. This contract serves the mission of the Committee by providing two major reports. The first report deals with a description of the current law enforcement service delivery system in the County and an analysis of the costs of law enforcement. The second report will deal with recommendations for service improvements. The period of this contract is April 1, 1988 through December 15, 1988. The research team is composed of Judy Davis, Peter B. Morris, Jan Monroe, Mark Bechtel, Dr. Charles Tracy and Dr. Sheldon Edner.

Research Task

In March, 1988, the Blue Ribbon Committee issued a Request for Proposal which identified the following needed products:

- 1) An analysis of who is paying for services in relation to the services being received with the objective of ascertaining if an equitable relationship (i.e., tax parity) exists between services provided and the amount paid for services
- 2) Recommendations to be considered by the Blue Ribbon Committee on areas, if any, where law enforcement services can be improved, duplication and overlaps avoided, and more cost effective services provided, including the most appropriate funding for these services.

Specifically, the Blue Ribbon Committee asked the research team to do the following :

- 1) Become familiar with the First Phase Report adopted by the Committee;

- 2) Become acquainted with the Sheriff, the County Chief Executive Officer, each City Manager, and each Police Chief of jurisdictions which are party to the intergovernmental agreement;
- 3) Analyze the current delivery of services to identify the cost of various services and who is paying for them;
- 4) Analyze the delivery of services to identify areas of service duplication or overlap;
- 5) Work with the Blue Ribbon Committee to identify various alternatives for the delivery of services that are feasible within the political and legal setting of Clackamas County;
- 6) Research and propose alternative methods for funding the alternative service delivery options;
- 7) Provide Committee support as needed during the public meetings to present the work products;
- 8) Prepare the Final Report and Recommendations of the Committee for publication;
- 9) Work closely with the Committee.

The research team responded with a proposal that addressed the above. The team also recommended that a Technical Advisory Committee be created to advise the research team and that due consideration be given to understanding the spatial distribution of law enforcement services within the County, most notably regarding the unincorporated lands within the Urban Growth Boundary.

Research Focus

The subject of the research is the provision of law enforcement services in Clackamas County. In particular, this report will describe the basic system of law enforcement service delivery in the County with particular emphasis on the cooperative relationships between jurisdictions. In addition, the analysis seeks to provide a comparative portrayal of service delivery where possible. Finally, the report discusses the financing of law enforcement services, the relationship between service expenditures by jurisdiction, and the services received by jurisdiction residents. The intent of the report is to provide a factual description

of these elements of law enforcement to provide a foundation for recommending means for eliminating inefficiencies, service overlaps, and financing inequities.

The research team chose, with the approval of the Blue Ribbon Committee, Fiscal Year 1986-87 as the base study year for this project. This time period was selected because it represented the most recent fiscal year for which actual, audited expenditure figures were available. On this basis, each jurisdiction providing law enforcement services was asked to supply the research team with expenditure reports for the 1986-87 fiscal year. In addition, each jurisdiction was asked to provide copies of any contracts for service for the same time period.

The team prepared jurisdictional service maps for the County for the study period. This entailed identifying the July 1, 1986 boundaries (accounting for annexations prior to the study year) and compiling appropriate base maps. In addition, the Urban Growth Boundary (UGB) for each jurisdiction was identified and mapped. This allowed the team to identify the initial 1986-87 assessed value and population of each jurisdiction within the County. It also allowed identification of the assessed value and population within the non-annexed, urban growth boundaries of the County. See Appendix A for countywide and individual city maps.

As discussed in the Service Description Section, the research team utilized crime response and report information from individual jurisdictions and data centers. Interviews with appropriate law enforcement officials were conducted. In addition, available documentation was consulted. From these sources, we have compiled a profile and analysis of law enforcement service and its costs in Clackamas County.

County Context

Clackamas County is one of four Oregon counties encompassed by the Portland Primary Metropolitan Statistical Area. Like Multnomah and Washington counties, Clackamas County has witnessed substantial suburbanization in the past twenty years. In addition, significant rural residential growth in the unincorporated areas of the County has occurred. The County exhibits the social, economic, and political stresses commonly experienced during rapid urbanization. These stresses are not uniform in their impact, however. Some service areas face more extreme challenges than others.

Law enforcement is one of the most basic but complex issues in this regard. Demands for law enforcement service in Clackamas County are changing due to the growth in population, development, economic prosperity and the sophistication of area residents. What may have served the area fifty years ago, might not meet today's expectations, regardless of significant changes in population density. The County also has attributes which attract visitors from outside its borders and, therefore, add to the demands faced by law enforcement agencies.

The Mt. Hood National Forest is a national resource used by local and out-of-state residents. Moreover, it is a year-round resource which is used for a number of different activities. As these uses have increased in both number and intensity, demands on law enforcement agencies have also multiplied. Similar results have surrounded the Willamette River. These regional and national resources have stretched law enforcement issues far beyond the boundaries of individual cities and Clackamas County. In addition, economic growth, such as retail development at Clackamas Town Center and manufacturing plants in Wilsonville, attract shoppers and workers from the entire region. While these developments add to the property tax base supporting law enforcement, the associated influx of people also increases the need for law enforcement.

Law Enforcement Context

Clackamas County Sheriff's Office

The Sheriff is the chief law enforcement officer of the County. The constitutional and statutory responsibility of the Office of Sheriff is to provide law enforcement to all citizens of Clackamas County and maintain custody and control over confined or committed prisoners within the local correctional facility. The Sheriff is required to execute all processes and orders of the courts. He is responsible for all search and rescue operations and directs the emergency management program for the County. Under contract, the Sheriff furnishes law enforcement services to some cities within the County, marine patrol, and enhanced law enforcement on federal lands. The Sheriff also provides an array of specialized services to city police departments on a cooperative basis.

The Clackamas County Sheriff's Office (CCSO) is responsible for providing police coverage in those parts of Clackamas County which are not subject to the jurisdiction of another agency and may provide supplementary service under contract to various agencies. The CCSO patrols the unincorporated areas of the County plus the cities of Wilsonville, Happy Valley, Rivergrove, Barlow, Johnson City, and Estacada. Enhanced service is provided on lands of the Bureau of Land Management and the United States Forest Service under contract. The Marine Patrol is provided by the CCSO wherever boating occurs under contract with the State. Particular emphasis is placed on the Willamette River, the Clackamas River, and Timothy Lake.

Figure 1

Sheriff Services Provided by Area

SERVICE	SERVICE AREA		
	Unincorporated	Available to Cities	Countywide
General Patrol	X	X	
Traffic	X	X	
Emergency Service	X	X	
Marine			X
Special Investigation	X	X	
Animal Control	X		
Criminal Analysis	X		
Investigation	X		
Public Education	X	X	
Criminal Identification	X	X	
Training		Supports All Functions	
General Support		Supports All Functions	
Abandoned Autos	X		
Civil Process			X
SWAT	X	X	
Search and Rescue	X	X	
Jail			X
Prisoner Transport			X
Data Processing	X	X	
Administration		Supports All Functions	

Law Enforcement in Cities

The cities within the County and the manner in which they provided law enforcement service during 1986-87 are:

City of Barlow -- County Sheriff Service
City of Canby -- City Police Department
City of Estacada -- Contract for supplement to Sheriff's basic service
City of Gladstone -- City Police Department
City of Happy Valley -- Contract for supplement to Sheriff's basic service
City of Johnson City -- County Sheriff Service
City of Lake Oswego -- City Police Department
City of Milwaukie -- City Police Department
City of Molalla -- City Police Department
City of Oregon City -- City Police Department
City of Portland -- City Police Department and arrangements with Sheriff
City of Rivergrove -- Contract for supplement to Sheriff's basic service
City of Sandy -- City Police Department
City of Tualatin -- City Police Department
City of West Linn -- City Police Department
City of Wilsonville -- Contract for supplement to Sheriff's basic service

Under Oregon law, cities are not required to provide police service. Many cities have chosen to do so to provide services not provided by county law enforcement programs. Frequently, the central issue is the amount of general patrol service available; other issues do arise, however, including specialized targeting and configuration of services for the community. Cities have general law enforcement responsibilities, excluding jail and civil process. Cities have adapted services in law enforcement to meet local needs and often have added non-law enforcement responsibilities to their police departments. Most commonly in Clackamas County code enforcement and animal control have become responsibilities of police departments. In addition, cities may obtain service under contract with other law enforcement agencies, including neighboring cities. As the list above indicates, the cities of Clackamas County have chosen a variety of law enforcement options. As is indicated in the second section of this report, they have also established a variety of police service patterns.

Incorporated cities without police departments receive basic Sheriff's patrol and may contract for supplemental coverage. Where supplemental coverage is contracted for, the Sheriff assigns specific personnel to patrol the city during contract hours. During these hours, the Sheriff's regular district patrol does not routinely enter the city. During non-contract hours, the city is covered by the routine district patrol. The information provided in this report for cities contracting with the Sheriff's Office reflects the patrol provided by Sheriff's personnel under the terms of the relevant contract. For time periods not covered by contract provisions, information is included in the Sheriff's routine district patrol data. This is also true for cities without police departments which do not contract for supplemental service.

Coverage of jurisdictional boundaries is not always uniform since city boundaries do not always observe county boundary separations. Hence, accommodations are often reached

with neighboring service providers to provide coverage of extraordinary service areas. In Clackamas County, the following service delivery arrangements exist for city, county, and federal agencies. In some cases, the character of these arrangements led to the elimination of the service area from analysis in this report as indicated.

City of Portland - A small section of the city of Portland is within the County. Responses in this area are taken by the Portland Police Department or CCSO and prosecutions are handled through Clackamas County. The Blue Ribbon Committee approved the elimination of this area from the study.

City of Tualatin - Part of the City of Tualatin is in Clackamas County. Crimes are prosecuted according to the county in which an incident occurs. The lack of data on service delivery in the City of Tualatin because of a shift in service provision from Washington County to a city department and the limited territory of Tualatin in Clackamas County led to its elimination from consideration in the research. The City was contacted on this matter.

Cities of Barlow and Johnson City - At the request of the Blue Ribbon Committee, the research team contacted the cities of Barlow and Johnson City to verify the status of law enforcement service provision. They do not provide direct law enforcement services or contract with the Sheriff's Office for service. As a product of the Cities' decisions not to provide service, the CCSO is the law enforcement agency responsible for these cities. Under state law, they receive the same level of service as unincorporated areas in terms of patrol and response to calls.

Oregon State Police

The Oregon State Police (OSP) has some responsibility for providing law enforcement services in Clackamas County. The Portland Office of the OSP provides services throughout the tri-county Portland metropolitan area, including Clackamas County. The primary responsibilities of the OSP are to provide patrol on Federal and State highways, to assist other agencies when appropriate, and to provide specialized services. The specialized services are commercial auto theft investigation, arson investigation, accident reconstruction, and narcotics enforcement. In some cases, these services, while available, may not be effectively available to all agencies at the moment of request. Patrol service is provided primarily on Interstate Highway 5, Interstate Highway 84 and Interstate Highway 205. The OSP is also responsible for fish and game violations. The Portland OSP office estimated that approximately one quarter of their patrol time was spent in Clackamas County. Details may be found in the 1986 OSP Manpower Allocation Study which was not available to the research team.

There are no records maintained that permit the location of service delivery and accurate measurement of service hours provided. Records are kept only for the Portland Office as a whole. No records are kept of assists or calls for service. Were these records kept, it would help to illustrate the interdependency of law enforcement agencies. The OSP also makes its services available to any agency upon request. These services include the specialized units discussed above as well as school programs used by high schools in Clackamas County. In general, it appears that the OSP has essentially arrived at its position of responsibility in the metropolitan area without extensive interaction with other law enforcement agencies. The CCSO is currently negotiating with the OSP over these issues.

Tribal Police

A part of the Warm Springs Indian Reservation (19 square miles) along the crest of the Cascade Mountain Range is in Clackamas County. This area is the exclusive jurisdiction of the tribal police by federal law and is not included in the study.

Federal Lands

A significant segment of the County (54% or 1012 square miles) is federally owned. The County provides enhanced service on federal lands under contract to the US Forest Service (USFS) and Bureau of Land Management (BLM). These contracts are not considered herein except as revenues and expenditures of the CCSO. Further, the CCSO has general law enforcement responsibility on federal lands in the County. It should be noted, however, that there is an expanding role for US Forest Service Law Enforcement agents on national forest lands. A rise in criminal activity has caused the Forest Service to increase its own law enforcement personnel and programmatic activities.

Current Concerns/Issues

The complexity of the law enforcement system in Clackamas County and the future challenges it faces are largely responsible for the existence of the Clackamas County Blue Ribbon Committee on Law Enforcement and its activity. The pattern of service provision described in this report and its financing are not the product of a carefully structured planning process. Rather, the service arrangements have frequently grown, uncoordinated, from the activities of individual service providers without formal consideration of the consequences for law enforcement countywide. As a rapidly growing area, Clackamas County may no longer be able to afford haphazard developments in service provision. Hence, the effort undertaken by the Blue Ribbon Committee will allow all County jurisdictions to participate in a collective effort to better design and finance services.

General Issues in Local Government

The experience of Clackamas County reflects the general trends found throughout the United States. State constitutions and governments authorize the creation of local government forms and assign responsibility for providing public services. The history of local government, however, does not reflect a well organized, comprehensive plan of development. Each state has adopted similar institutional forms but with variations on the theme. Institutional and legal traditions have changed over time within and across states, giving rise to additional variations. Most importantly, changing social, economic, and political conditions have led to the development of modern metropolitan areas which have often struggled to make their 19th century forms of local government work in the 20th Century.

A "crazy quilt" of jurisdictional authority and responsibility has resulted as additional governmental units have been created in response to citizen and public official demands. While states have the authority to create local governments, they have often lacked the political desire and motivation to control their development. Local governments themselves often have resisted state efforts to direct their evolution. The political clout of cities has lead to confirmations of "home rule" which have extended local governance authority. Occasional efforts, such as boundary commissions, state assumptions of local government responsibilities, even the abolition or consolidation of some governmental forms (Connecticut abolished its counties) have been aimed at solving the pragmatic problems emerging from the *pot pourri* of local government development.

Local governments themselves have attempted some reforms. In a few cases, these efforts have led to improved service arrangements. More often, however, the existing local governments have been content to maintain their respective jurisdictional areas of

responsibility and authority, sustaining an overall patchwork of governmental responsibility. Without strong state leadership or effective coordinated local action, governmental units have seldom improved existing arrangements. Most often, the status quo of continued incremental growth and change has characterized the situation.

In the past twenty-five years, many analysts of metropolitan areas have sought to make sense out of the patchwork development of governmental responsibility for service delivery. A number of troublesome issues have been identified:

- Service Overlaps
- Duplication of Effort
- Inefficiency of Effort
- Lack of voter knowledge of local government issues
- Lack of political representation
- Political unresponsiveness

For some, the bewildering national array of over 82,000 local governments has suggested that simplification and rationalization would lead to efficiencies and better service delivery by local governments. Hence, grand reform schemes were proposed for eliminating perceived problems. Many of these reform proposals, however, failed to find support among local voters and political leaders who may have perceived that they benefitted from the institutional status quo. Indeed, some analysts have argued that multiple service providers enhance the responsiveness of local government by providing alternative sources of service for frustrated citizens and encourage their greater participatory involvement.

At the same time basic, pragmatic and practical problems have presented themselves. Issues of competition for revenues, lack of communication and coordination, gaps in service provision, dual or overlapping service provision, revenue inequities, and technical incapacity confront local government managers and policy makers.

In the specific situation of law enforcement, two basic institutional issues frame the general experience of cities and counties: 1) sorting out multi-jurisdictional responsibility for service provision and 2) coping with the variation in service demand and provision across jurisdictions. As they have been created and grown, cities have sometimes replaced county service provision. In other instances, continued dual provision has occurred. In between, many alternative approaches have emerged reflecting local political processes and players. Moreover, county property taxes, levied equally under state statute, continue to be paid by city residents. The individual actions of the relevant jurisdictions produced this outcome, not a grand plan. Altering the basic decentralized process of local service delivery and resulting outcomes through planned, managed change is difficult at best.

In the Portland metropolitan area, two counties have already confronted this issue and produced substantially different answers, even within the same metropolitan area. Multnomah County, because of the City of Portland's population, economic, and political dominance, adopted a plan of reducing County Sheriff's service in preference for city police delivery. Washington County arrived at a similar long term preference for city delivery of law enforcement service but developed an interim process of creating temporary, special service districts with the ability to levy an independent tax to pay for differential service provision. In neither case has the Sheriff's Office disappeared completely. In both, there will continue to be Sheriff services such as patrol in unincorporated areas, maintenance of the jail, and serving of civil processes. While both counties are charter counties under state law, they have chosen to maintain the Office of County Sheriff for political reasons and in response to state mandates.

Role of the Blue Ribbon Committee

The Task of the Blue Ribbon Committee focuses on directing the change in law enforcement service for Clackamas County. Specifically, the Committee must examine the concept of law enforcement service and the manner in which responsibility for its delivery has emerged. Also, the Committee must review the evolving definition of presumed responsibility for service provision and character between cities and the County. Finally, the relative equity of service financing in relation to where services are delivered must be considered.

The experience of Clackamas County is similar to that of other metropolitan counties. The current system of service provision has emerged as a consequence of incremental actions by each of the players. The processes of urbanization have caused existing and new providers to adapt their capacity and plan for future development individually, not collectively. Individual actions have not been without consequence for neighboring jurisdictions within and outside the County. Similarly, County jurisdictions have found themselves reacting to the consequences of the actions of their neighbors across County boundaries. The real challenge facing the Committee is to identify strategies which allow County jurisdictions to control rather than being controlled by their development.

Law Enforcement Service

For the purposes of this report, we have not attempted to establish a common definition or standard of law enforcement service and its provision. We have accepted as given the kinds and extent of services provided by each jurisdiction. Our reasoning has been based on the lack of previous work to specify common approaches to service in the County and the distinct differences between and among jurisdictions. Moreover, the responsibility of the Blue Ribbon Committee is partly to map and describe the current array of services with

an intent to identify common approaches where feasible. Some of the generally accepted concepts about law enforcement services, however, should help the Blue Ribbon Committee to accomplish this important task. The basic understandings produced by the seminal work of the American Bar Association in the 1970's have met the test of time (American Bar Association, The Urban Police Function, New York, 1973), which concluded that a wide range of law enforcement services has evolved without coherent planning, and are determined largely on an ad hoc basis by such factors unique to law enforcement agencies such as: 24-hour availability, authority to use force, investigative capabilities, community pressures, and broad legislative mandates. By design or default, law enforcement services attempt to fulfill an inclusive set of governmental responsibilities:

- to identify criminal offenders and criminal activity and, where appropriate, to apprehend offenders and participate in subsequent court proceedings;
- to reduce the opportunities for the commission of some crimes through preventative patrol and other measures;
- to aid individuals who are in danger of physical harm;
- to protect constitutional guarantees;
- to facilitate the movement of people and vehicles;
- to assist those who cannot care for themselves;
- to resolve conflict;
- to identify problems that are potentially serious law enforcement or governmental problems;
- to create and maintain a feeling of security in the community;
- to promote and preserve civil order; and
- to provide other services on an emergency basis.

Local government jurisdictions have considerable latitude to develop an overall direction for law enforcement services by deciding upon objectives and priorities. Quantifiable objectives and accurate, complete, and relevant data are particularly needed to measure law enforcement services. Without such direction, any measurement of law enforcement services is greatly complicated -- and almost impossible when appropriate data are not collected. Reported crimes are still the most common source of data available to measure overall performance of law enforcement agencies. Yet, crime related data represent only a small part of the wide range of law enforcement services delivered to the public.

Unfortunately, much, if not most, law enforcement services delivered by agencies across the county are not recorded and, therefore, are not measured.

Overview of the Report

This report provides a description of the law enforcement delivery system in Clackamas County and the financing process which supports it. We also evaluate the relative equity of financing the services provided by the respective jurisdictions. We have not attempted to define an ideal model of what kinds and approaches to service delivery should be adopted for this report. Our second report will offer some policy options to the Committee.

We have attempted to incorporate an approach to the spatial provision of law enforcement service that goes beyond current institutional boundaries. While the Sheriff's Office has responsibility for law enforcement in unincorporated areas, the character of unincorporated areas is not uniform. Indeed, in many urbanizing areas, as population density and land development approach certain levels, movement toward incorporation or annexation also emerges, often converting land from County to city jurisdiction. The measurement of "urbanization" and the point at which lands should be converted is not clear, nor is the extent of urbanization. In other words, in counties like Clackamas, distinguishing between "rural", "suburban" and "urban" lands is not precise. In most states, development boundaries are hard to stipulate. They shade off into one another. In a few states, answers have been derived that assist in demarcating boundaries. In Virginia, once an area is annexed into a city it is no longer subject to county taxation or service provision. When such annexations should occur, however, is not stipulated.

In Oregon, the landuse planning process has provided a surrogate for identifying urbanizeable areas in the form of required urban growth boundaries for all general purpose

local governments (counties and cities). Lands within the urban growth boundaries will eventually become urban. Lands outside these boundaries will generally retain their rural character. The presumption is that cities will ultimately provide services within their respective urban growth boundaries. Some urban growth areas are not designated as part of a city growth area and may continue to receive county services to the point where they are annexed by a city. Hence, the relative level of urbanization and demand for service within these areas may dictate when they should be annexed or are ready for incorporation. There is, however, no absolute standard of when or how this should occur. By utilizing service expenditure measures that take into account service levels inside the urban growth boundary for unincorporated areas, we can establish both the extent to which that service is currently provided and evaluate options for providing service that may include immediate or future annexation.

We have not attempted to measure efficiencies across jurisdictional boundaries for this study. Our preliminary investigations indicated that the data collection and reporting systems within the County would not permit a complete and effective efficiency measurement process. This is also true for service effectiveness. The same process which has produced the complex arrangement of service providers in the County has also produced an array of service measurement and reporting systems. There are multiple data collection and communication systems. While CCSO has developed a countywide reporting and monitoring system (the Clackamas Law Enforcement Automated Support System), not all jurisdictions use this system equally or report the same level of data. In addition to CLASS, Lake Oswego maintains a communication system (LOCOM) as does Milwaukie. Not all jurisdictions have chosen to fully utilize the CLASS system. For some, the additional commitment of manpower and funding necessary to provide data to CLASS is a cost they are not willing to incur. Further, a state mandated reporting system, the Oregon Uniform Crime Reports (OUCR), utilizes different measures of law

enforcement than the county systems, as discussed below. The basic working consensus among jurisdictions to support a common data reporting and measurement system sufficient for this project and general assessment of law enforcement services appears absent at this time. Hence, the basic ingredient for measuring efficiency and effectiveness, reliable and comparable data, is missing.

Finally, our charge was to evaluate cost equities in the delivery of law enforcement services. We have developed a uniform budget analysis approach which allows us to compare expenditures across jurisdictions. We have also provided a comparison of revenue sources. However, issues of equity are a matter of policy determination. In some cases, public officials, at the request or demand of their constituents, have purposefully established subsidies from the more to the less affluent. In other cases, voters have approved such subsidies through ballot measures. The existence of an inequity may be less a matter of issue than whether it is intended and/or correctable. Of particular concern for this study is whether the presence of overlapping taxing jurisdictions, counties and cities, leads to an undesired and/or hidden double taxation problem in law enforcement. Hence, identifying an inequity may not necessarily dictate its abolition. It must be judged against other criteria, e.g., the objectives and priorities recommended by the Blue Ribbon Committee.

To recapitulate, the subject of this research is the provision of law enforcement services in Clackamas County. The specific focus is the description of the basic system of law enforcement service delivery and cooperative relationships between jurisdictions in Clackamas County. In addition, the analysis will provide a comparative portrayal of service delivery where possible. Finally, the report discusses the financing of law enforcement services and the relationship between service expenditures by jurisdiction and the benefits received by jurisdiction residents. The report will provide a foundation for

recommending means of serving law enforcement objectives for Clackamas County jurisdictions.

Advisory Process

Work began in May, 1988 after completion of contract negotiations and work specifications. After initial meetings with the Blue Ribbon Committee to answer questions concerning the work process, the research team began meeting with the Technical Advisory Committee (TAC), appointed by the communities which are party to the intergovernmental agreement. The TAC is composed of designated representatives of each of the jurisdictions in the County. While all communities were invited to designate a representative, participating membership of the committee has consisted primarily of the following:

- Lieutenant Jim Scharmota -- Canby
- Chief Deputy Ris Bradshaw -- Clackamas County Sheriff's Office
- Captain Tim Grolbert -- Clackamas County Sheriff's Office
- Chief Max Patterson -- Gladstone
- Chief Les Youngbar -- Lake Oswego
- Director of Public Safety Ron Goodpaster -- Milwaukie
- Chief Roger Roth -- Molalla
- Chief Dick Martin -- Oregon City
- Chief Fred Punzel -- Sandy
- Chief Steve Winegar -- Tualatin
- Lieutenant Larry Gable -- West Linn

Occasionally, members of the Blue Ribbon Committee have attended TAC meetings as schedules have permitted.

During the period of May through August, the TAC met six times with the research team to review the research process, discuss data needs, means for acquiring data, and to review research issues or problems identified by the research team. The role of the TAC is to provide the research team with a better understanding of the process of service delivery in the County and to assist in identifying means for achieving the objectives of the

researchers. The TAC also participated in two reviews of the preliminary draft of this report, providing valuable comments and suggestions for improvement. We appreciate the substantial assistance provided by the members of the TAC.

During the same time period, the research team met monthly with the Blue Ribbon Committee to provide briefings on research progress and to solicit Committee input to the research process. The Blue Ribbon Committee also provided review comments on the preliminary draft which were incorporated herein.

Report Strengths and Limitations

The research process was constrained in several important ways. It was important to collect data which was comparable across all departments, yet which was accurate and sufficient enough to provide an accurate picture of law enforcement service in all of its dimensions. The variation in extent and form of data kept by many departments made fulfillment of this expectation more difficult than expected. Data which provided comparability while preserving a reasonable portrayal of the depth and range of law enforcement service proved elusive. In several instances, the team had to settle for data measurements that represented rough approximations of the object being examined, most notably on service issues.

It should be noted that no universally acceptable and utilized data collection system exists for the CCSO and all city departments other than the state mandated Oregon Uniform Crime Reports (OUCR). The Sheriff's Office has developed CLASS for tracking and analyzing crime in the County. Regretably, not all jurisdictions participate fully in this system. More importantly, the existing systems focus on crime reports as the principal concern of law enforcement measurement. As a consequence, effective comparison of service provision

across jurisdictions is significantly limited, particularly over time and for non-crime related services.

This report represents a profile of service delivery at a given point in time. It does not address variations from year to year. Further, it does not address how law enforcement spending is traded off against other services which might receive higher or lower expenditures if law enforcement spending patterns changed. Hence, the findings herein should be seen as time sensitive and limited only to law enforcement. The implications of actions taken as a result of these findings for other service areas are not addressed.

Despite these limitations, the report does represent several major contributions to the understanding of law enforcement service and its issues in Clackamas County. Law enforcement services have been compared as much as possible on a common basis of factual information using similar indicators. Hence, it is possible to make some judgements concerning the relative effort of service delivery by each agency.

Concomitantly, we have tried to maintain as much as possible the unique flavor and character of each department to reflect the autonomous choices made by decisionmakers concerning the delivery of services. We have also provided an independent assessment of the costs of law enforcement services in the County utilizing a standardized budget classification framework. The assessment permits useful and effective comparison of expenditure efforts across jurisdictions.

Structure of the Report

This report is divided into three basic sections: Introduction, Service Description, and Financial Aspects of Service. The Service Description section reviews the basic law enforcement service system within the County and the characteristics of the providers. The

Financial Aspects of Service section analyzes the costs of service delivery.

Recommendations for service modifications and the results of a bibliographic review of current literature will be provided in the second report of the research team.

SERVICE DESCRIPTION

This section of the report provides a description of services provided by each jurisdiction within the County. An attempt has been made to describe each department without losing the unique concerns which each adheres to in service provision. To provide the Blue Ribbon Committee with the rationale and policy objectives of individual jurisdictions, each department was invited to respond to a set of questions developed by the research team. These responses were left substantially in the words provided by the departments, with only minor editorial modifications, and can be found in Appendix C. A summary overview concludes this section.

Jurisdictional Demographics

There are fourteen incorporated cities in Clackamas County, sixteen if small portions of the City of Portland and City of Tualatin are counted. For the purposes of this study, the City of Tualatin is considered to be an active participant in Clackamas County law enforcement. The City of Portland, despite its significant presence in the area, does not take a direct and active involvement in Clackamas County law enforcement issues except through occasional joint efforts with law enforcement agencies and individual contracts and agreements for service. This should not suggest that the City of Portland is not concerned with law enforcement in Clackamas County but only that for the purposes of this study, they are not directly involved. Moreover, the research team contacted the Portland Police Bureau and the Multnomah County Sheriff's Office to determine the extent to which their law enforcement service delivery process takes into account the services delivered in Clackamas County. The team was informed that no significant distinction in patrol or service patterns are made for the area near the County boundary.

Of the cities located primarily within the County, nine, including Tualatin, have their own police departments. Lake Oswego, Wilsonville, Rivergrove, and Tualatin have territory outside the County and must deal with law enforcement agencies in Washington and/or Multnomah counties. The rest are located solely within Clackamas County. The cities of Wilsonville, Estacada, Rivergrove, and Happy Valley contract with the Clackamas County Sheriff's office for enhanced patrol service in addition to the Sheriff's patrol effort routinely provided to the unincorporated areas of the County. The cities of Barlow and Johnson City do not have police departments and do not contract for additional service from the Sheriff's Office. Under Oregon law, cities are not required to provide law enforcement service. Typically, however, they do provide police services as a reflection of citizen policy preferences and the normally lower level of service provided by counties. It should be noted, however, that Sheriff services vary from county to county and will affect city service decisions accordingly.

The following charts and tables provide a profile of the population and assessed value of the County and all cities as of July 1, 1986. This date was chosen for population and assessed value determinations to reflect the reality that budgetary decisions for the 1986-87 period would reflect the population and assessed value in place at the beginning of the budgetary year. Subsequent population and assessed value shifts might lead to expenditure alterations, but the team felt that they would be unlikely to substantially modify them in a single year. A complete summary chart can be found in Appendix D.

Table 1
Population by Jurisdiction for July 1, 1986

<u>City</u>	<u>Population</u>
Barlow	110
Canby	7835
Estacada	1970
Gladstone	9570
Happy Valley	1470
Johnson City	380
Lake Oswego*	24670
Milwaukie	17685
Molalla	3180
Oregon City	14360
Portland*	690
Rivergrove*	285
Sandy	3560
Tualatin*	35
West Linn	13130
Wilsonville*	4150
Unincorporated	145,120

*Population in Clackamas County

Table 2
Assessed Value by Jurisdiction for July 1, 1986

<u>City</u>	<u>Assessed Value</u> <u>(\$1000's)</u>
Barlow	\$1,931
Canby	194,924
Estacada	56,929
Gladstone	246,020
Happy Valley	46,643
Johnson City	4,452
Lake Oswego*	1,140,940
Milwaukie	594,984
Molalla	84,679
Oregon City	436,364
Portland*	28,522
Rivergrove*	9,188
Sandy	110,355
Tualatin*	29,396
West Linn	466,368
Wilsonville*	334,456
Unincorporated	4,634,286

* Assessed value for that portion of the city in Clackamas County

Contracts and Intergovernmental Agreements

All contracts and intergovernmental agreements which relate to law enforcement services in Clackamas County were solicited from each agency within the County as well as from neighboring jurisdictions. It is believed that all documented contracts and intergovernmental agreements were received and are listed in Appendix B. There are, however, a great number of interactions, conventions, practices, and relationships which, due to their ongoing nature and the importance to various agencies, may be considered to be binding contracts. There are also a number of documented contracts which have been modified orally or by practice so as to provide substantially different rights and responsibilities than those which are specified within the written document. These relationships would require a judicial opinion to fully determine the specific provisions of each contractual situation. It would be inappropriate to attempt definition of those legal relationships here.

In Clackamas County, informal and formal working relationships cover such areas as homicide investigation, SWAT teams, animal control, hazardous materials, and other specialized areas. Most notable among these relationships are mutual response/mutual aid agreements. Often there are formal calls for assistance that invite other jurisdictions to assist with particularly difficult situations or the spill over effects of crime (e.g., hot pursuit). The formal request for assistance extends the liability protection of the requestor to the respondent. Without such requests for aid, the responding agency may expose its jurisdiction to unanticipated liability expenses. Sometimes, even without formal requests for assistance, neighboring jurisdictions respond. This can provide needed assistance or occasionally, perhaps, alleviate the boredom of extended patrol. Sorting out the desirable from the undesirable is difficult because data are not kept on all assists by all jurisdictions, particularly of informal assists. Some mutual response/aid relationships undoubtedly

exceed the specific policies and preferences of the governing bodies of individual jurisdictions or occur without the specific knowledge and sanction of governing bodies. This is not unique to Clackamas County or law enforcement.

In Oregon, the permissiveness of formal intergovernmental contracting has also created an even greater network of informal interagency collaboration. Much of this collaboration has grown from well intentioned, public service oriented efforts to overcome revenue limitations and achieve service efficiencies. Yet, collaboration and mutual assistance for their own sake may not always benefit individual communities. The determination of appropriateness and value received for contractual and informal relationships must be determined by individual participants based on their own priorities and objectives. It is incumbent on the participating jurisdictions and their respective governing bodies to keep a watchful eye on these processes and relationships, providing the oversight they often escape. There may be law enforcement mutual assistance arrangements in Clackamas County which are not fully monitored by the respective policymaking bodies.

From a summary perspective, the Clackamas County Sheriff's Office formally provided the following kinds of service under contract to other jurisdictions:

Table 3

Formal CCSO Contracts by Function

<u>Function</u>	<u>Number of Agencies</u>
Law Enforcement Data	4
Marine Patrol	1
Basic Law Enforcement	6
Specialized Law Enforcement	4
Prisoner Board	11
Other	11

In 1986-87, none of these contracts constituted a significant portion of the CCSO budget. Collectively, they amounted to less than five percent of the CCSO's overall revenues. Some services are provided by the CCSO at no cost , e.g., CLASS and accident reconstruction, to Clackamas County jurisdictions. Even so, some jurisdictions have signed contracts with the CCSO to explicitly specify the working arrangements in selected areas, e.g., CLASS. Existing contracts are detailed in Appendix B.

The significance of these contracts is not primarily in the specific number of agencies or functional areas involved. Rather, the total number is important because it demonstrates that the Sheriff is charged with some specific functional responsibilities that may provide contracting options for other jurisdictions, most notably general patrol. In other areas, the Sheriff's Office is the only agency with jurisdiction throughout the County and, therefore, becomes an agency of obvious resort in establishing relationships dealing with service issues extending beyond individual city jurisdictions, e.g., detoxification, DUII, hazardous materials, federal lands, etc. In these functional areas, in the absence of external compulsion (state mandates), the decision to collaborate or contract is the product of autonomous decisions by the participating jurisdictions. This may mean that apparently logical collaborations go unexplored because of the lack of collective agreement on their desirability. This circumstance also tends to produce differential participation and effort in service provision.

Generally, the Sheriff's Office may continue to expect growth in the range and number of opportunities to contract as the County continues to urbanize. Some cities may choose to contract for specific services from the Sheriff rather than provide their own. Experience in other service areas would suggest that the motivation to contract will be eclectic and a product of one of the following: high cost, unique skill needs, political desirability of providing the service, liability, personalities involved, or other factors. Alternatively, the

Sheriff's position as a potential countywide provider or responsible under state requirement may dictate additional contracting. Recommendations on this matter will be provided in our subsequent report.

Geographic Distribution of Service Providers

The Metropolitan Service District for Clackamas, Multnomah and Washington Counties (METRO) has established an Urban Growth Boundary (UGB) for the metropolitan area. This boundary identifies the potential limit of city corporate expansion and serves as a tool for identifying the extent of urbanized landuse within the County. The UGB includes all of the incorporated cities as well as future urbanized territory in the unincorporated areas of the county. Individually, cities have identified a city UGB. The map which is included here (See Appendix J) further adds an overlay of the CCSO's Patrol Districts to show their geographic relationship to unincorporated and urbanizing areas of the County. City boundaries are not identified on this map. Some cities, Estacada, Molalla, Sandy, and Canby, are not within the Metropolitan Service District UGB boundaries.

Cities with their own police services are responsible for providing law enforcement services within their boundaries. In the cities without police departments, the county Sheriff is legally required to provide law enforcement services. These communities may choose to supplement the Sheriff's service (usually equivalent to that found in the surrounding unincorporated area) by contracting with the Sheriff or another agency.

Areas outside incorporated city limits, yet within a UGB, receive Sheriff's patrol assignments, just as the rest of the unincorporated areas do. Within the unincorporated area of the County several special situations produce additional patrol assignments such as the USFS and BLM lands and the Clackamas Town Center.

The distribution of patrols by the CCSO is a complex process which responds to geographic, demographic, historic, and criminologic parameters. In the unincorporated areas of the County, not under contract for enhanced service, the distribution of patrols is based primarily on two measures. The first measure is the number of calls which an area generates. The second is the patrol density which will provide an acceptable response time to the crimes occurring in that area. Based on patrol districts which are sensitive to geographic limitations of distance and accessibility, the districts are staffed to respond to the level of criminal activity in that district.

The CCSO district/grid patrol system is augmented by the use of additional patrols in high demand areas. These notably include the 82nd Avenue corridor, the I-205 corridor, and the Clackamas Town Center area. In addition, there are "Wild Car" patrols assigned to areas where particularly high crime densities are not adequately controlled through the normal patrol assignment process. Three Sergeants patrol countywide to provide relief and backup coverage where necessary in addition to their other patrol responsibilities (See Appendix I).

Sheriff's Office provision of law enforcement services in cities within the county which have contracted with the CCSO for law enforcement services has two dimensions. The first is the continuing level of routine service provided under statutory mandate. The second, for contract cities, is the addition of supplemental patrols. In these communities, a decision can be made to fund additional service at additional expense. Under the terms of these contracts, the Sheriff is to provide additional hours of patrol exclusively within the contract jurisdiction.

Departmental Profiles

BARLOW
106 Main St.
Barlow-Canby, Oregon 97013
266-1330

Located in the western central area of the County, the city has a population of 110 and a service area of approximately .1 square miles. Law enforcement services are provided by the Sheriff's Office at the same level as received by surrounding areas.

CANBY POLICE DEPARTMENT
122 North Holly Street
Canby, Oregon 97013
(503) 266-1104

The Canby Police Department operates in the city of Canby in southern Clackamas County. The department is staffed by twelve sworn personnel consisting of a Chief, one Lieutenant, two Sergeants, one Investigator, and seven Patrolmen. The department also has five non-sworn dispatchers and has six reserves available. The service area of the department is about 2.8 square miles within the city limits and the population served was 7,835.

The services provided by the department were patrol, investigation, traffic control, and simple fingerprint processing. The City provides its own dispatch and does not participate in an enhanced 911 system. More complex fingerprinting services, homicide investigation, SWAT, and other services were available through the CCSO. K-9 services were available through the Milwaukie or Lake Oswego Police departments.

CLACKAMAS COUNTY SHERIFF'S OFFICE
2223 South Kaen Road
Oregon City, Oregon 97045
655-8318

The Clackamas County Sheriff's Office provided police service throughout Clackamas County, outside of the areas where service was provided by other agencies. The Sheriff's Office provided service throughout the unincorporated areas of the county, including areas under BLM and U.S. Forest Service jurisdiction, as well as to incorporated cities under contracts for service. The agency had 156 sworn officers consisting of a Sheriff, one Chief Deputy Sheriff, four Captains, five Lieutenants, thirteen Sergeants, sixteen Detectives, 107 Deputies, one animal control officer, and four Corrections Supervisors. The department also had 44 non-sworn personnel and 155 reserves. General law enforcement service was provided for 153,485 people (includes contract cities) in about 1834 square miles of service area. Under contracts with the cities of Wilsonville and Estacada, the CCSO employed seven and one half officers (included in the 156 total) to provide supplemental services to these communities. The 1834 square mile service area includes Wilsonville, Estacada and 1012 square miles of federally owned land.

The services provided by the Sheriff's Office were patrol (which includes the Marine Patrol), investigation, traffic control, specially trained traffic investigation which is available to all agencies in the county, and special investigations. Support services provided by the Sheriff's Office were CLASS (a computerized records and data system available to all agencies in the county), the county jail which provides housing for detainees and prisoners from throughout the county, fingerprinting analysis and services, prisoner transportation, crime analysis, civil process, training, and public information services. The Sheriff's Office also provided several specialized services which included an Explosives and Hazardous Materials unit, Search and Rescue capability, and a Special Weapons and Tactics Team (SWAT). K-9 services were available from the CCSO under a service

exchange agreement with the Multnomah County Sheriff's Office and the cities of Sandy, Milwaukie, and Lake Oswego. Dispatch was provided by the C-COM system.

ESTACADA
P. O. Box 958
Estacada, Oregon
630-3223

Located in the middle of Clackamas County, the city has a population of 1,970 and a service area of about 2 square miles. Law enforcement services of twelve hours per day beyond regular Sheriff's patrol were provided under contract with the Sheriff's Office.

GLADSTONE POLICE DEPARTMENT
535 Portland Avenue
Gladstone, Oregon 97027
656-4253

Gladstone is located in northwestern Clackamas County. The Police Department consisted of twelve sworn officers and seven non-sworn personnel. The organization was made up of one Chief, three Sergeants, one Investigator, and seven Patrolmen. The non-sworn personnel consist of six Dispatchers and one animal control/code enforcement position. There were between nine and twelve reserves available during fiscal year 1986/87. The service area was 3.5 square miles and contained 9570 residents.

The services provided by the department were patrol and traffic enforcement and those services were supported by accident investigation, departmental analysis, code enforcement, and court guard capabilities. CLASS, fingerprinting, laboratory, and SWAT services were provided by the Clackamas County Sheriff's Office.

HAPPY VALLEY
10602 SE 129th Ave.
Portland, Oregon 97236
760-3325

Located in the northwestern area of the County, the city had a population of 1,470 and a service area of approximately 3 square miles. Law enforcement services of ten hours per month beyond regular Sheriff's patrol were provided under contract with the Sheriff's Office.

JOHNSON CITY
8021 SE Posey St.
Johnson City, Oregon 97267
655-5635

Located in the northwestern area of the County, the city had a population of 380 and a service area of approximately .1 square miles. Law enforcement services are provided by the Sheriff's Office at the same level as surrounding rural areas.

LAKE OSWEGO POLICE DEPARTMENT
P. O. Box 369
Lake Oswego, Oregon 97034
635-0242

The Lake Oswego Police Department operates on the western border of Clackamas County, west of the Willamette River. The department was staffed by thirty-nine sworn officers consisting of one Chief, one Lieutenant, six Sergeants, four Corporals, and twenty-seven Patrolmen. The non-sworn staff of twenty-three consisted of one administrative secretary, one senior secretary, five records clerks, four community service officers who are sworn but were not certified, one dispatch supervisor, eight full time dispatchers, and two part time dispatchers. There were no reserve officers. The service area was 10 square miles in which 26,035 people resided.

The services provided by the Lake Oswego Police department were patrol (part of the duties of fifteen patrol officers, three sergeants, and three corporals), traffic enforcement (four officers including one sergeant), and investigation (seven officers: three detectives, two special investigating unit officers, one corporal, and one sergeant). Support services included dispatch (nine full-time, non-sworn, including a supervisor, and two part time non-sworn), fingerprint/property control (one officer), analysis/computer programming (one officer), records (five full-time, non-sworn), animal control/ code enforcement (three officers), crime prevention (one officer), and school resources (one officer). In addition, a K-9 unit operated from within the patrol division.

MILWAUKIE POLICE DEPARTMENT
2566 SE Harrison
Milwaukie, Oregon 97222
659-2389

The Milwaukie Police Department operates in the city of Milwaukie on the east bank of the Willamette River in Clackamas County. The department was staffed by twenty-three sworn officers, eleven non-sworn personnel, and eleven reserves. The sworn ranks consisted of a Chief, one Captain, five Sergeants, two Detectives, and fourteen Patrolmen. The non-sworn positions were a supervisor, five dispatchers, three clerks, one community service officer, and one animal control/parking enforcement officer. The department served 17,685 citizens in a 4.5 square mile area.

The services provided by the department were patrol (sixteen officers), traffic enforcement (two officers), and investigation (three officers). The support services provided were records (three full-time, non-sworn), dispatch (one supervisor and five dispatchers), traffic enforcement, parking regulation, animal control, crime analysis, training, hostage negotiation, and canine services.

MOLALLA POLICE DEPARTMENT
Box 248
Molalla, Oregon 97038
829-8817

Molalla is in central Clackamas County, surrounded by unincorporated areas. The Police Department was staffed by eight sworn personnel consisting of one Chief, one Sergeant, and six Patrolmen. The department also has one secretary and a part-time clerk. Twelve reserves were available. The department served 3,180 people in a 4 square mile area.

The services provided by the department were basic patrol and investigation. Support was provided by provision of bailiff and court guard services. Dispatching was provided under contract by C-COM. Other support services such as fingerprinting and forensic work were provided by the Clackamas County Sheriff's Office and the Oregon State Police.

OREGON CITY POLICE DEPARTMENT
320 Warne Milne Road
Oregon City, Oregon 97045
657-4964

The Oregon City Police Department operates in Oregon City on the east side of the Willamette River in Clackamas County. The department was staffed by twenty-four sworn officers, six non-sworn personnel and an average of twenty-five reserve officers. The sworn staff consisted of a Chief, one Lieutenant, three Sergeants, one Detective Supervisor, two Detectives, three Senior Patrol Officers, and thirteen Patrol Officers. The non-sworn staff are four records clerks, one parking patrol position, and one code enforcement specialist. The department served 14,360 people throughout the 5.5 square mile jurisdiction.

The service provided included patrol, investigation, hostage negotiation, and sniper squad coverage. Support services provided included analysis, parking, police records, and code enforcement. Dispatch was provided through the Oregon City Dispatch Center.

RIVERGROVE
P.O. Box 1104
Lake Oswego, Oregon 97034
639-6919

Located in the northwestern area of the County, the city had a population of 310 and a service area of approximately .1 square miles. Law enforcement services of ten hours per month beyond regular Sheriff's patrol are provided under contract with the Sheriff's Office.

SANDY POLICE DEPARTMENT
39250 Pioneer Blvd.
Sandy, Oregon 97005
668-5566

The City of Sandy is in north central Clackamas County. The Sandy Police Department was staffed by eight sworn officers consisting of one Chief, one Sergeant, five Patrolmen and one animal control/ code enforcement officer. The department also had one non-sworn records clerk and nine sworn reserves. The department served 3,560 people in the 3 square miles of jurisdiction.

The services provided by the department were patrol, investigation, traffic patrol, crime prevention, and training. Support services included records, animal control, and code enforcement. Dispatch was provided under contract to C-COM.

TUALATIN POLICE DEPARTMENT
P. O. Box 369
Tualatin, Oregon 97062
692-2000

Located in the northwestern area of the County, the City has a population of 10,625, of which 35 reside in Clackamas County, and a service area in Clackamas County of approximately one third square miles. Law enforcement services are provided by the City.

WEST LINN POLICE DEPARTMENT
22825 Willamette Drive
West Linn, Oregon 97068
655-6214

West Linn is located on the west side of the Willamette river in Clackamas County. The Police Department consisted of eighteen sworn officers consisting of a Chief, one Administrative Sergeant, four Sergeants, one Detective, one Crime Prevention Specialist, and ten Officers. The four non-sworn personnel were one records supervisor, one records clerk, one part-time community service officer, and one animal control/ code enforcement specialist. The department also had two reserves available. The department served a population of 13,130 in a 7 square mile area.

The services provided by the department were patrol and investigation. The support services available were records keeping, animal control, code enforcement, transportation, and crime prevention. K-9 services were available through the Lake Oswego Police Department. Dispatch was provided by Oregon City. Forensic services were provided by the Oregon State Police. The Clackamas County Sheriff's Office provided fingerprinting services.

From a summary perspective, the law enforcement personnel in the County are as follows:

Table 4
Law Enforcement Personnel by Agency

Agency	Sworn	Personnel Non-sworn	Reserves
Canby	12	5	6
CCSO*	154	44	155
Gladstone	12	7	9
Lake Oswego	39	23	
Milwaukie	23	11	11
Molalla	8	2	12
Oregon City	24	6	25
Sandy	8	1	9
West Linn	18	4	2
Totals	298	103	229

*Note: Personnel total for CCSO includes jail and civil personnel.

Table 5
CCSO Personnel

Division	Sworn	Non-Sworn	Total
Administration	2	5	7
Operations	98	5	103
Services	10	18	28
Subtotal	110	28	138
Civil	17	3	20
Jail	27	13	42
Subtotal	44	16	62
Total	154	44	200

CCSO Sworn Personnel By Rank

	Administration Operations	Civil & Jail	Total
Sheriff	1		1
Chief Deputy Sheriff	1		1
Captain	2	2	4
Sergeant	11	2	13
Lieutenant	5		5
Detectives	16		16
Correction Supervisor		4	4
Deputies	73	34	107
Office Deputies		2	2
Animal Control Officer	1		1
Total	110	44	154

The CCSO provides law enforcement for more people than any city police department in Oregon, except Portland. Of the County Sheriffs, only Washington County's serves as large a population. Even if all the unincorporated area inside the metropolitan UGB were annexed or incorporated immediately, the CCSO would still be responsible for more people than the police of all Oregon cities except Portland, Eugene, and Salem and the Sheriffs of all counties except Washington and Lane.

Table 6

Population Served by Selected Law Enforcement Agencies

	<u>1986 Population</u>
Portland	398,160
Unincorporated Washington Co.	151,040
Unincorporated Clackamas Co.	145,120
Unincorporated Multnomah Co.-1986*	112,885
Eugene	106,480
Salem	93,300
Unincorporated Lane Co.	89,335
Unincorporated Clack. Co.-outside UGB	82,628
Unincorporated Multnomah Co.-1987*	74,215
Unincorporated Marion Co.	71,472
Unincorporated Jackson Co.	58,460
Unincorporated Douglas Co.	54,750
Unincorporated Josephine Co.	44,305
Gresham	42,715

* Due to annexation, the unincorporated population of Multnomah County changed size considerably between 1986 and 1987. Therefore both 1986 and 1987 figures are included.

The next three figures indicate sworn personnel by jurisdiction based on sworn personnel, sworn personnel per 1000 in population, total personnel per 1000 in population and sworn personnel per square mile of service area. The sworn CCSO personnel for these comparisons exclude jail and civil process personnel since they are involved in specialized law enforcement service provision not performed by city agencies.

Figure 2
Sworn Personnel by Jurisdiction

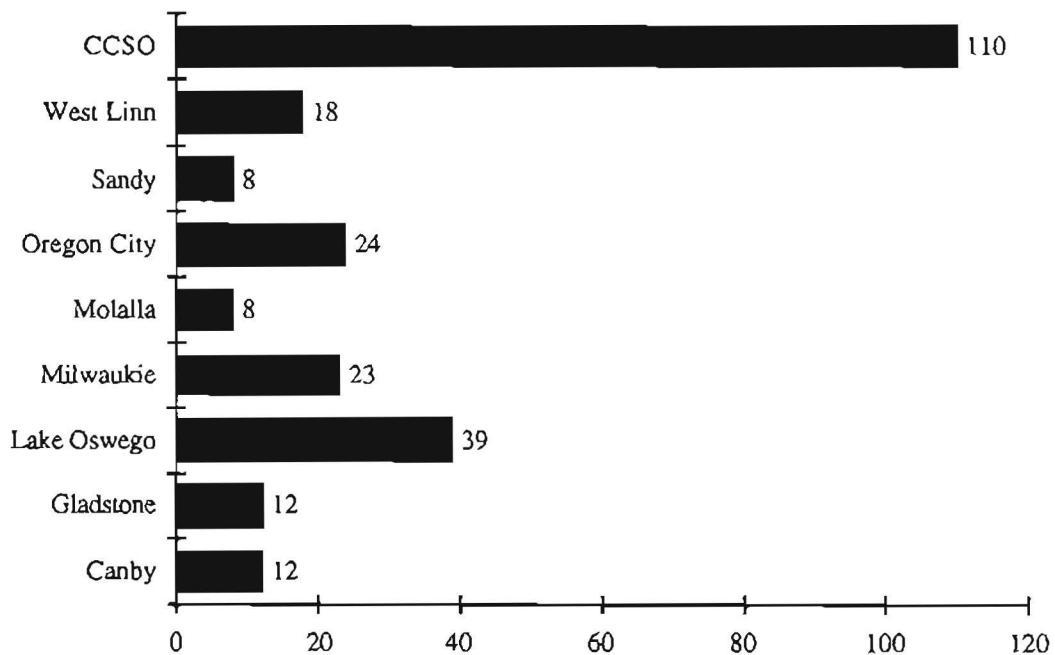


Figure 3

Sworn Officers per 1000 Population by Jurisdiction

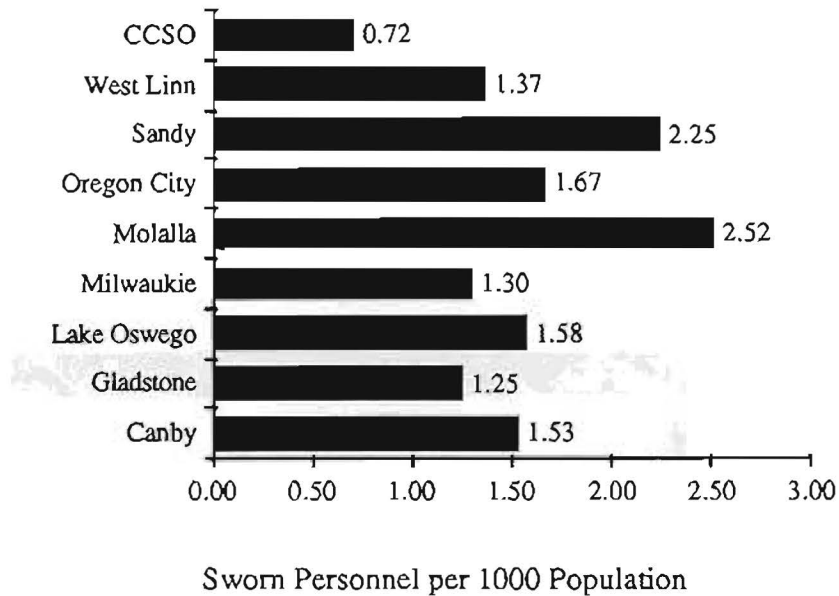
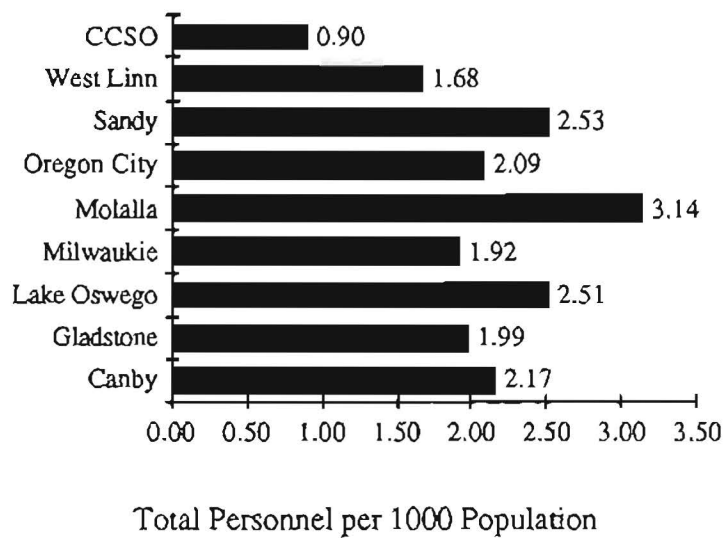


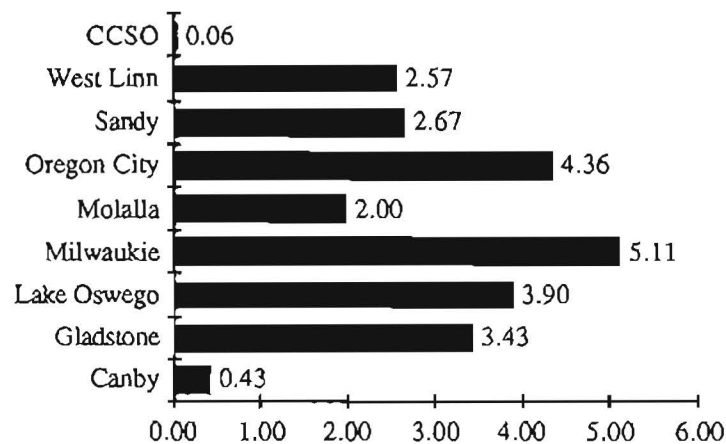
Figure 4

Total Personnel per 1000 Population



Figures 2, 3, and 4 must be considered carefully since total personnel for some agencies includes non-law enforcement personnel assigned to the law enforcement agency to provide non-law enforcement service, e.g., animal control and fire service dispatch. In the case of Figure 2, the CCSO population includes cities which it serves under contract. The same is true of Figure 4 in terms of number of square miles.

Figure 5
Sworn Personnel per Square Mile



Sworn Personnel per Square Mile of Service Area

Finally, in Appendix C, we have provided a summary table of services provided by each department. It indicates which units provide services directly or through working arrangements with other agencies.

Measuring Service

Law enforcement service is provided in two general ways: 1) in response to a call for service and 2) to prevent calls for service. In the first instance, we are referring to citizen

calls for police service in response to a situation or event which leads them to want law enforcement assistance. In the second instance, we are talking about actions by a law enforcement agency which provide service as a means of preventing criminal or other activity which is determined to be undesirable in a community. A typical service of this kind is neighborhood patrol. While departments routinely receive calls for service, a significant proportion of the service provided is more often of the second variety. A study, completed by Dr. Tracy for the City of Tigard, indicated that as much as sixty percent of budgetary expenditures could be for preventative patrol services ("An Assessment of the Mangement of the Tigard Police Department", May, 1980). The balance of preventative versus responsive service varies with regard to a number of factors, many of which the law enforcement agency may have no control over. Hence, there is no standard or norm for an appropriate balance. Service, however, should be measured on the basis of both dimensions to obtain a better perspective on the factors that generate expenditures. Further, as indicated in our introduction, there are significant services provided by law enforcement agencies beyond crime prevention and response. As indicated below, we were able to measure only crime and responses and, hence, probably understate significant law enforcement efforts.

Law Enforcement Data Overview

The research team sought to identify data parameters which would best identify certain aspects of police service identified as important for the Blue Ribbon Committee. The primary focus was to develop a description of the law enforcement delivery systems in Clackamas County. Among these identified needs are the geographic distribution of law enforcement services with consideration given to jurisdictional boundaries, the number of responses which were assists rendered to another department, and the extent that extra-jurisdictional responses were primary responses.

Law enforcement data were derived from several sources. Individual agencies provided response based information, the State of Oregon Law Enforcement Data System (LEDS) and the Clackamas County Sheriff's Office provided Oregon Uniform Crime Reports (OUCR) Arrest Data and the Sheriff's Office provided totals of crimes reported to CLASS. The totals generated under these systems are different, reflecting the level of measurement and the relative size of the agency. However, by comparing the ratios of the various data sources, it is apparent that there is a high degree of correlation between the sources. It is also important to note that the two sources of OUCR data were in complete agreement with the minor exception of 3 cases out of 6335. Other minor inconsistencies may have been introduced because OUCR and CLASS data for cities with contracts for service were not reported.

Table 7
Data Comparison

AGENCIES	RESPONSES	%	OUCR (Arrests)	%	CRIMES (CLASS)	%
Canby	3562	3	333	5	752	4
CCSO	53356	44	2894	46	11520	60
Estacada	917	1				
Gladstone	8985	7	302	5	731	4
Happy Valley	0					
Lake Oswego	11027	9	635	10	1375	7
Milwaukie	15666	13	459	7	1402	7
Molalla	4123	3	384	6	410	2
Oregon City	12380	10	723	11	1816	9
Sandy	1673	1	340	5	517	3
West Linn	6140	5	265	4	608	3
Wilsonville	2552	2				
Total	120381		6335		19131	

Nearly all of the data are relatively consistent, falling within a basic order of magnitude comparability. Two notable exceptions exist. The percent of responses for the city of

Milwaukie is about twice what would be expected from the arrest and crime based statistics. The other notable exception is the number of crimes which were attributed to the Sheriff's Office by the CLASS crime reports. This figure is about 25 percent higher than would be expected in examining the responses and arrests figures reported by CLASS.

OUCR data are reported to the state by all police agencies. Both the LEDS and the CLASS data systems are capable of reporting out the OUCR statistics. In some instances, city agencies use the CLASS system to generate the numbers which are reported to OUCR.

The team decided to examine responses to calls for service as a basis for geographic identification of service delivery location in order to establish both assist and extra-jurisdictional response information. OUCR and CLASS data do not routinely reflect either assists or responses which are outside a given jurisdiction. Through the use of dispatch data, which are maintained by some departments, it was possible to obtain part of the data which we sought. To the extent that this data was provided, it is possible to examine interactions between jurisdictions and to draw some useful insights. See Appendix H for a complete summary of jurisdictional response information.

The response information solicited was broken down geographically. Information was sought from the city police departments as to whether responses were inside or outside of the jurisdictional boundary of the department. For the cities, this information tends to be an incomplete picture of the activity outside the jurisdictional boundary. Tacit agreements exist which define some agencies' extra-jurisdictional responses as courtesy assists which provide training and practice opportunity for the responder who then does not make a record of the response. Policy dictating the desirability of voluntary responses may be limited by a community's need for immediate action, rather than delaying for the proper responder to arrive. Some jurisdictions are forbidden to respond outside of their

jurisdictions by their city council. This results in non-recording of responses and assists which would violate the prohibition. Long standing expectations and conventions exist for police responses to incidents outside of their jurisdictions on the basis of safety, commitment, training, morale, and esprit de corps.

Response information was collected from each jurisdiction to provide an indication of the policies adopted by each department in determining responses and the ability to collect assist information. The latter is important in detailing the interrelationships among departments. The weakness in this information source, however, is in the individual generation of data by each department, using departmentally defined recording procedures, and departmentally established record keeping standards. Hence, interdepartmentally, the data may not be as comparable as other sources. The following discussion describes the process by which individual jurisdiction response data were obtained.

CANBY POLICE DEPARTMENT - Data were extracted from the dispatch logs of the Canby Dispatch Center. Due to the shared use of this dispatch system by the Fire and Police Departments, there is a practice of dispatching Canby Police in support of the Canby Fire Department for incidents outside of the city limits to provide coverage until the County Sheriff arrives. These extra-jurisdictional responses are treated as courtesy assists to the Sheriff and are not consistently recorded.

CLACKAMAS COUNTY SHERIFF'S OFFICE - Response data was obtained from Central Communication (C-COM) dispatch records. The County communication system (C-COM) provides some centralized dispatch service and records calls. During the study period, however, the C-COM system computer was inoperable for some periods of time. During these periods, dispatchers kept hand written records which were subsequently destroyed without entry into the data base.

GLADSTONE POLICE DEPARTMENT - Primary response data were taken from records entered into the CLASS system which were compared to the Oregon Uniform Crime Report (OUCR) statistics for accuracy. Assist data are not recorded, as any courtesy reports filed for another agency are credited by CLASS as a report. Follow-up activity on such a courtesy report is credited to the agency which conducted the follow-up. When Gladstone Police responds as cover for another agency, it is credited as an assist and the report credit goes to the reporting agency. Assist data was generated by sampling every fifth day's dispatch log for the eleven months for which data exist and then extrapolating to an annualized number.

LAKE OSWEGO POLICE DEPARTMENT - Statistics were derived from information developed by the Lake Oswego Police Department Records Section. Statistics are for calls to which the department responded. There was no information available for responses outside the jurisdiction or for assists rendered by this department to other jurisdictions.

MILWAUKIE POLICE DEPARTMENT - Data for primary responses to Part I, Part II, and Other were derived from OUCR and Milwaukie Police Department files. Data for assists and for responses outside the jurisdiction were generated by physical inspection of the entire service call file.

MOLALLA POLICE DEPARTMENT - Primary response data was derived from OUCR and Molalla Police Department files. Other response data was derived from departmental records representing both responses and reports generated during patrol activities.

OREGON CITY POLICE DEPARTMENT - Data was derived by physically sampling every fifth day's communication log from the Oregon City Communication Center which was then annualized to provide data for the entire year.

SANDY POLICE DEPARTMENT - Data was derived from the OUCR files. Outside responses, requested assists, and courtesy assist data are not recorded and, thus, were unavailable.

WEST LINN POLICE DEPARTMENT - West Linn and Oregon City Police Departments shared a dispatch system during the study period, yielding a single data record. Consequently the response information for the West Linn Police Department was jointly extracted with the Oregon City data sampling.

All departments in the county entered data into the CLASS data system during the study period of fiscal 1987. The information which was entered included crimes reports, custodial arrests, missing persons, stolen property reports, accident reports, and incident reports. Not all information requested by CLASS was provided by all jurisdictions, some chose not to enter data such as citations or incidents, others entered only the information on their reports. However, all jurisdictions used CLASS to some degree. It was possible to identify the number of incident reports filed for Part I and Part II crimes as well as the number of those reports which were cleared by arrest for the CCSO. The information available for the cities is substantially more limited. Additionally, the CLASS system tracks each case in a way which avoids duplications generated when an individual is arrested under a warrant arrest and the CLASS system records only a single arrest when there are multiple criminal charges involved.

The second statewide system of crime data collection is the Oregon Uniform Crime Reports (OUCR). These statistics are reported through the Law Enforcement Data System (LEDS). The information in LEDS does not track arrests which result in a misdemeanor count before booking. LEDS data includes probable cause arrests, an item which is differentiated in

CLASS. Assist information and geographic location were not available in LEDS. Finally, it was not possible to obtain audited LEDS data for fiscal 1987.

Table 8
LEDS Data From OUCR

AGENCY	OFFENSES			ARRESTS		
	Part I	Part II	Total	Part I	Part II	Total
CCSO	8694	4892	13586	1314	1580	2894
OSP	240	932	1172	60	582	642
Canby	437	517	954	106	227	333
Gladstone	538	400	938	72	230	302
Lake Oswego	957	1242	2199	111	524	635
Milwaukie	1072	737	1809	136	323	459
Molalla	342	513	855	125	259	384
Oregon City	1292	1016	2308	340	383	723
Sandy	275	470	745	86	254	340
West Linn	410	385	795	67	198	265
OLCC		19	19		2	2

Data Terminology Definitions

Some of the differentiation between data sources is due to variations in terminology. For example the chart below illustrates the definition that exist in the LEDS and CLASS on some key terms.

Law Enforcement Data System (LEDS)

Offenses - Actual verified offenses as used in OUCR. A tally of charges made at the crime scene by the officer.

Arrests - Number of individuals booked including probable cause arrests, but not warrant arrests. Multiple offenses may be charged in a single arrest.

Clackamas Law Automated Support Services (CLASS)

Calls - Requests for service recorded by the Clackamas County Communications Center.

Reports - Documentation filed by officer following action taken in response to a call for service whether or not such action results in an arrest.

Arrests - Number of individuals cited for offenses, not including probable cause or warrant arrests, compiled as the number of incidents which are cleared by arrest of the suspect.

The team received a suggestion from the CCSO to utilize prosecution data to compare agency performance. This suggestion was reinforced by the Blue Ribbon Committee. The research team was provided data for the study year from CLASS by the CCSO. The results are indicated in the table below. In the judgement of the research team, however, these data are not useful in the present analysis. First, successful prosecution while related to jurisdictional effort may not rest only on the efforts of the prosecuting or originating agency. Multiple arrests of the same offender in several jurisdictions may lead to the final result. Alternatively, in some cases the District Attorney may elect to dismiss or reject a case for a number of reasons including the relative seriousness of the offense, plea bargaining, and overall case load. In the case of misdemeanors, this has led several of the County's cities to rely on municipal courts for these prosecutions. Second, prosecutions in the study year may originate several years in the past. The time lag between offense report, arrest, and, finally, prosecution may be totally unrelated to the time period of this research. Finally, prosecutions may involve multiple jurisdictions in the provision of evidence. For example, arrests by a city using evidence provided by the CCSO on a mutual aid arrangement would be hard to credit to one or the other jurisdiction. On the other hand, prosecution is a measure of enforcement diligence and effectiveness. It also represents the extended capacity of some jurisdictions and their ability to follow-up on criminal activity. In our judgment, the time dimension and multiple agency issues presented by this data make it inappropriate for analysis here. It should not, however, be considered irrelevant to the issue. We suspect that with the appropriate groundwork and consideration that this

information could be used by Clackamas County jurisdictions as a starting point for assessing law enforcement effectiveness, particularly in the case of felonies.

Table 9
Cases Submitted for Prosecution in 1986-87
Results

Felony Prosecution					
Agency	Not Guilty	Dismissed	Rejected	Guilty Plea	Guilty Trial
Canby	5	16	24	14	0
Estacada	0	0	0	3	0
Gladstone		21	35	20	1
Lake Oswego	0	24	94	37	6
Molalla	2	25	22	16	3
Milwaukie	0	32	88	38	3
Oregon City	12	56	83	62	18
Sandy	1	11	64	13	2
CCSO	17	417	583	388	88
Oregon State Police	6	66	78	57	11
Tualatin	0	1	0	2	0
West Linn	0	25	32	16	10

Data Employed

Because of the inadequacies in all data sources, we have chosen to present comparisons using both response data and information from CLASS. Neither approach is totally reliable due to the reporting variations within each data source. However, the utilization of multiple data sources helps highlight potential trend and general tendency issues.

It was not possible to use the CLASS data to identify extra-jurisdictional responses or to identify assists. Further, the CLASS data are crime based and do not provide as complete a picture of service provided. There was no uniformity among the participants in CLASS as to what degree of information was entered, some entering all reports and incidents, others only entering formally reported crimes. Yet, dispatch data itself does not provide a

comprehensive overview of law enforcement activities. It was decided that the dispatch based information would be used to supplement the CLASS data to cover assist and extra-jurisdictional responses to the extent possible, while relying on the CLASS generated crime data to develop a representative picture of law enforcement service distribution

While all departments provided some input to the CLASS system (cases of reported crimes, stolen property, missing persons, inquiries, accidents, and other relevant information), this data system does not record information on patrol distribution. Information kept by some departments is not maintained in the CLASS system such as citations or other activities which do not require additional action by the department or which are not felt to provide information which will be useful to the department.

For the CCSO's response information, geographic detail was sought concerning whether the response was in an incorporated area (within a city), in the unincorporated area within the UGB, or outside the UGB. Differentiation of responses along geographic dimensions proved to be impossible because of the form in which data is stored. However, it was possible to extract the address of crime occurrences from data stored within the CLASS system. This data was sampled and manually classified relative to incorporated city limits and the UGB to provide a basis for allocating revenues and expenses within the service delivery area.

Geographic differentiation for city agencies proved extremely difficult. Often responses outside of jurisdiction are recorded as responses by the agency in whose jurisdiction the response occurred. Frequent practice is for the nearest department to respond to an incident, but to leave the recording and credit for the incident to the agency in whose jurisdiction the event was, treating the response as a courtesy response.

The second primary dimension of response which the study sought to differentiate was based on the type of response. Responses were defined as Part I, Part II or all Other responses, as those categories are defined in the Uniform Crime Report format. Responses were also defined as either primary or assist in nature. Several instances occurred where there was no differentiation made in record keeping between Part I and Part II so an additional category was defined as the total of Part I and Part II responses to reflect the number of crimes, yet retaining distinction from the Other Responses category. This was felt to be important because there is some variability between jurisdictions with regard to recording of these Other Responses. For some jurisdictions records are kept for assistance which is rendered at the desk of the station. In others, this type of information and other non-crime responses are not recorded.

Below we have provided summary graphics portraying the relative crime response effort by jurisdiction. The figures do not correspond to any existing standard or norm expected of a department. They simply represent the relative responses during 1986-87. Averages indicate the average for all jurisdictions in Clackamas County and not some existing standard of performance expected of law enforcement agencies. The relative differences are a function of crime response rates per jurisdiction. Jurisdictions with relatively light or heavy burdens during 1986-87 might have different experiences in prior or later years. We have used both jurisdiction supplied response data and CLASS data to compare jurisdictions and enhance the accuracy of the results.

FIGURE 6

Total Part I/II Response Using Jurisdiction Data

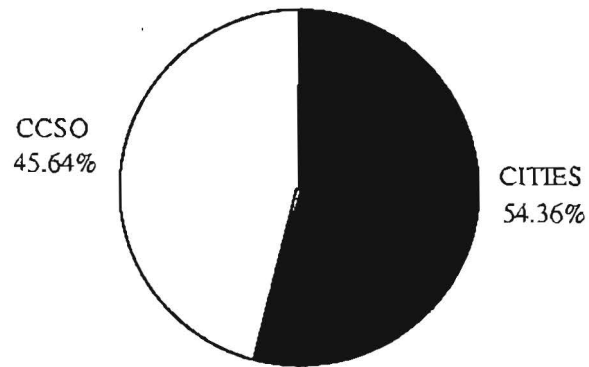
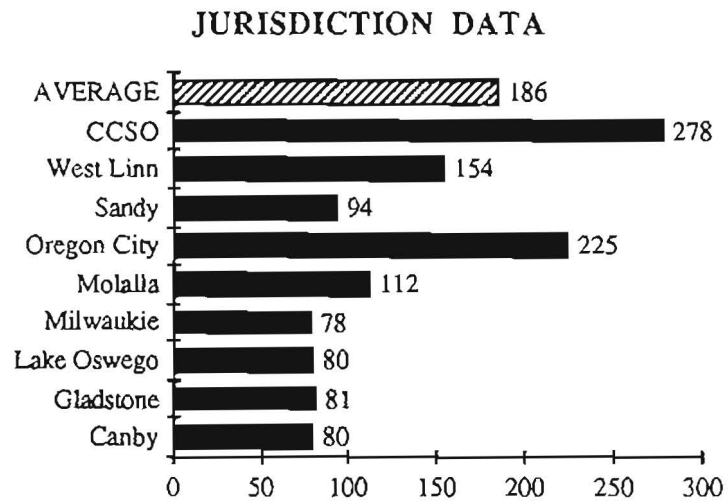


FIGURE 7

Total Part I/II Responses per Sworn Officer



Part I/II Responses Per Sworn Officer

FIGURE 8
Total CLASS Part I/II Crime Data

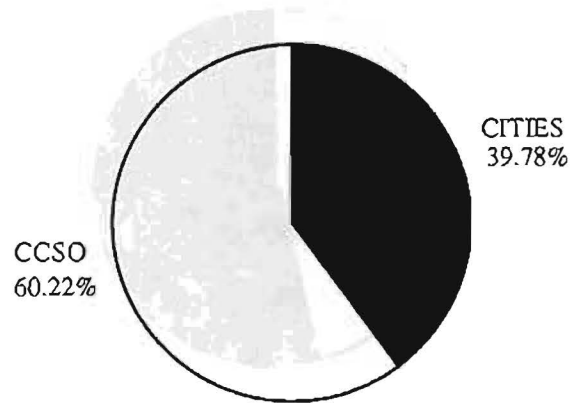
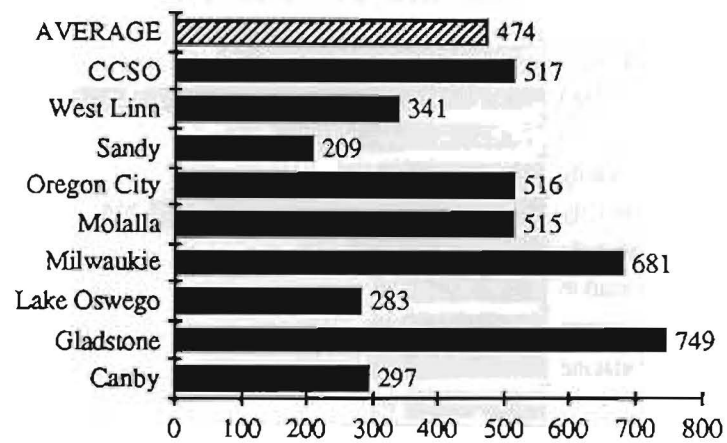


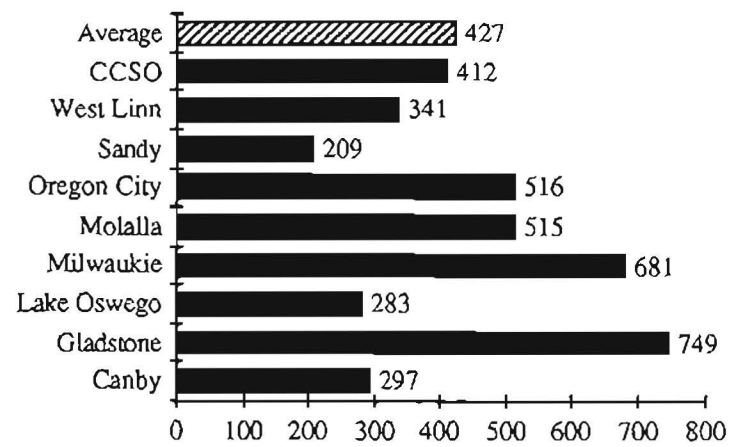
Figure 9
Total Part I/II Crimes per Sworn Officer
CLASS DATA



Part I/II Per Sworn Officer

Figure 10

Total Responses per Sworn Officer Jurisdiction Data



FISCAL ANALYSIS OF LAW ENFORCEMENT

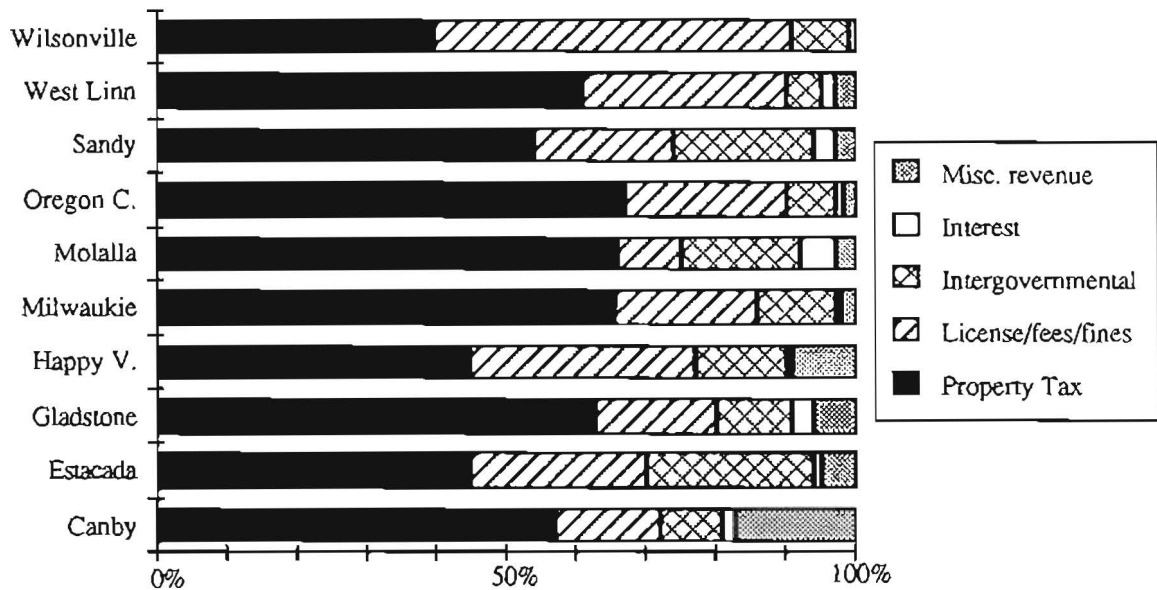
This section provides a comparative analysis of revenues and expenditures for law enforcement by all jurisdictions for the study year. In addition, an examination of the financial equity of CCSO revenues and expenditures is performed by allocating revenues and expenditures to geographic areas within the county and looking at the differences. This section provides an overall picture of the character of law enforcement finance in Clackamas County.

Revenues

Property taxes are the primary source of funds for city and county law enforcement. All Clackamas County cities, except Lake Oswego, fund law enforcement out of their general funds. Lake Oswego has a perpetual public safety levy which funds its police and fire departments. The CCSO relies on a special Sheriff's levy for the majority of its funds.

The following chart indicates the relative source of city general fund revenues for the study year. City general funds have a variety of sources including property taxes, licences, fees, fines, revenue sharing, and state funds. This mix of revenues may shift annually, depending on the relative contribution of each source, some of which are beyond the control of city policy makers.

Figure 11
1986-87 City General Fund Sources

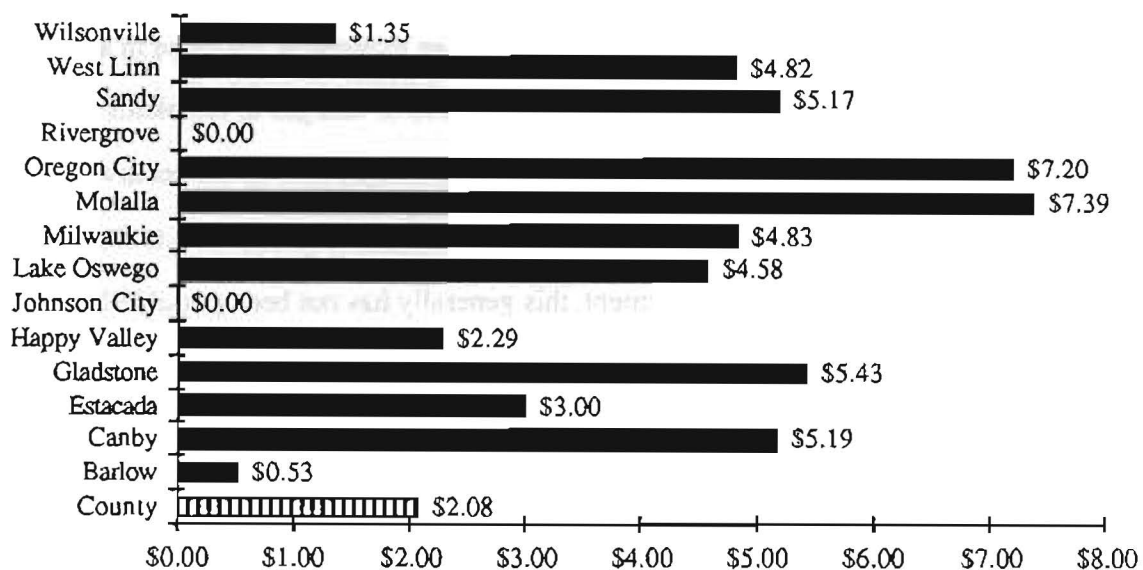


Unlike enterprise funds for water and sewer services (excluded from Table 1), general fund monies can go to any service which a city can legally provide. Often city councils find themselves trading off efforts in one service area for an increase or decrease in another. One alternative to this trade-off process is to assess fees or charges to recipients based on service used. In recent years as city revenues have been squeezed by the economy and reduced federal spending, there has been a tendency to resort more heavily to this approach. In the case of law enforcement, this generally has not been possible because of the nature of the service. An alternative approach would be to establish a special levy specifically for law enforcement such as Lake Oswego's.

Figure 12 shows the property tax rate of Clackamas County cities for 1986-87. It does not address the cumulative impact of all taxing jurisdiction levies on the tax payer. These rates vary considerably depending upon the services which the city provides, the assessed value

of the city, the amount of other revenues which the city receives, and the desires of city policy makers. Many tax payers have criticized local government's use of the property tax. Often the total tax paid is the cause of tax payer resistance, not the rate charged by individual jurisdictions. However, the ability of a city to increase its tax effort can be considerably constrained by overlapping jurisdiction finances. For example, residents of Sandy were paying a property tax of \$2.27 per \$1000 of assessed value to their fire district during the study year of this report. In Oregon City, West Linn and part of Gladstone the Tri-City Sewer District levied \$2.24 per \$1000 of assessed value in property taxes. At the same time, Oregon City was providing fire service as a part of its municipal service package. Comparing jurisdictional tax rates requires a careful consideration of the number and extent of services provided by each jurisdiction.

Figure 12
1986 Jurisdiction Property Tax Rates
 (per \$1000 Assessed Value)



In consequence, while general fund financing can provide useful flexibility in making

necessary trade-offs on service financing, it often can be more difficult to increase. To the extent that a given service is financed from general fund sources, it may be relatively more or less disadvantaged. In Oregon, cities usually fund law enforcement services from the general fund. Figure 13 indicates the relative expenditure effort of Clackamas County jurisdictions in this regard. Caution should be exercised in evaluating the implications of this table. For cities without dedicated funding sources for law enforcement, the law enforcement share of the general fund reflects how cities choose to include or exclude other services from the general fund. The Lake Oswego and CCSO percentages represent approximations of general fund expenditures, not actual shares, based upon the dedicated funding of law enforcement services in these jurisdictions. In Lake Oswego, this means comparison of law enforcement against the total of expenditures for general, public works, police-fire motor pool, and parks and recreation funds. For the CCSO, this means comparing the Operations Division (excluding jail and civil activities) compared to the overall general fund of the County. Typically, smaller cities spend a greater percentage of their general fund on law enforcement service than larger cities, indicating the relative priority given to this service by residents. Notable exceptions to the general trend of law enforcement expenditures are found in those cities which contract for service with the CCSO.

Figure 13

Percent of City General Fund Spent on Law Enforcement

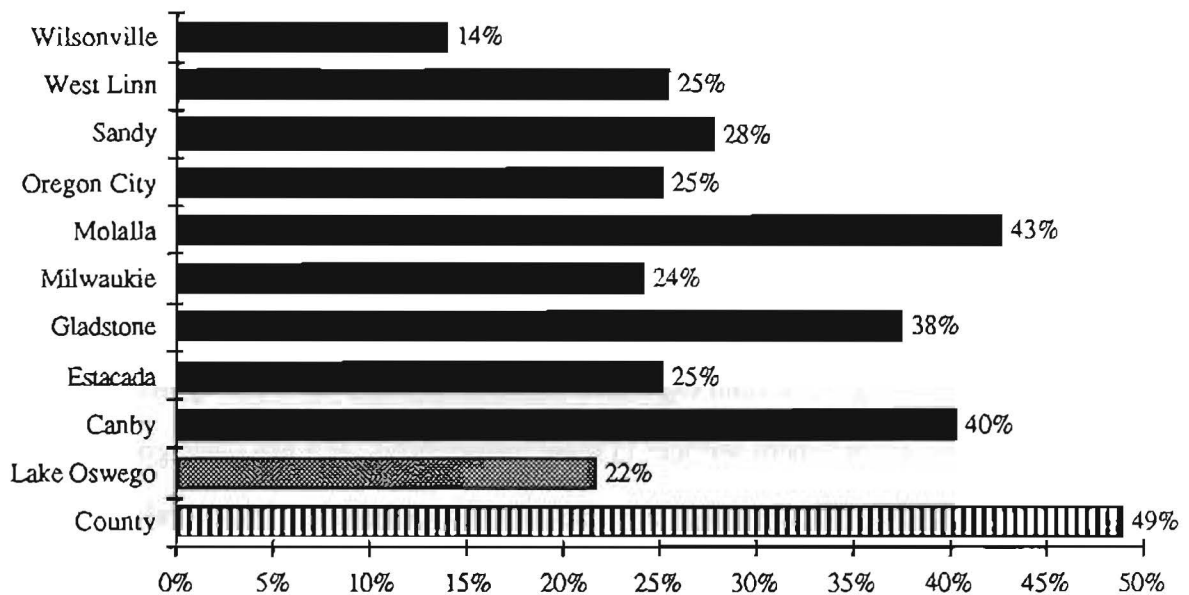


Table 10 lists the 1986-87 CCSO sources of revenue. Although it could, the CCSO currently does not receive direct support from the County general fund. It is substantially dependent on other resources. As the table indicates, the CCSO relies primarily on a three year special Sheriff's levy for funds. The 1986-87 levy was at a rate of \$1.18 per \$1000 of assessed value. Clackamas County voters approved three year Sheriff's levies in 1984 and 1986. The current levy will expire in 1990. Other sources of revenue for the CCSO include contracts from cities, the USFS, BLM, and State Marine Board, fees for civil and other processes, forest taxes, and other minor sources.

Table 10
CCSO Revenue Sources

<u>Source</u>	<u>86-87 Amount</u>	<u>% of Revenue</u>
Sheriff Levy	\$9,772,148	73.01
Jail Construction Levy	(\$886)	-0.01
Fund Balance	\$2,607,600	19.48
Interest	\$202,062	1.51
Fees-Civil	\$102,615	0.77
Fees - Other	\$51,573	0.39
Contracts-cities	\$286,637	2.14
Contracts-BLM&FS	\$37,670	0.28
Forest Severance taxes	\$45,317	0.34
State Emergency Services	\$28,796	0.22
Miscellaneous	\$111,835	0.84
Marine Board	\$92,772	0.69
DUII Grant -state	\$44,166	0.33
Prisoner Board	\$3,239	0.02
TOTAL REVENUE	\$13,385,544	100.00

In comparison with the CCSO, Clackamas County cities rely much less heavily on the property tax as a source of revenue for law enforcement. However, unlike the CCSO, the trade-offs against other services are much more likely to affect law enforcement expenditures. The CCSO's reliance on an independent levy makes it less susceptible to financial raiding by other County departments. However, both the CCSO and cities share the same susceptibility to taxpayer frustration with the property tax. Because the Sheriff's levy is only three years in duration, it is somewhat more exposed to voter sensitivities. It is also more visible and likely to exacerbate disagreements between the CCSO and cities, the County Commission, and other taxing jurisdictions which share the same tax payers over the appropriateness of the levy. In neighboring Multnomah and Washington Counties, the respective Sheriff's Offices are funded from the general county property tax.

Law Enforcement Expenditures

The audited 1986-87 fiscal year expenditure information was converted to a standard format for comparatively analyzing the expenditures of each department. Expenses were divided into the following budgetary categories:

Personnel

Administration - general administration of the department.

Departmental - personnel costs directly attributable to the provision of law enforcement.

Materials and Services

Operations - expenditures which support daily functioning such as office supplies and gasoline.

Contracts - any contracts for goods and services including personnel and maintenance.

Maintenance - cost of maintaining equipment and facilities.

Capital

Equipment - purchase of tools and equipment with a 3-5 year life expectancy such as vehicles and computer equipment.

Other - any expenditure which did not fit the above classifications such as paying general city administrative costs.

Categories for facilities and debt service were also proposed, but none of the departments had expenditures which fit these categories.

Expenditures were divided into functional categories, reflecting the services that departments provide and their organizational approach to delivery. The general categories were patrol, investigation, public education, and support. At the request of the police departments, patrol was divided into general patrol and dedicated special patrols, primarily traffic. Investigation and public education expenses were only segregated when specific personnel were assigned to these functions. Nevertheless, it is recognized that all police departments provide these functions as a part of general patrol activities. The police departments also requested that court costs (particularly overtime for personnel) be detailed. Unfortunately, most departments were unable to provide accurate estimates of these costs. Consequently, the category was dropped.

Because the standard categories used were different from many budget accounting practices, it was often necessary to estimate expenses. For example, fringe benefits were often allocated to personnel in the same proportions as salary rather than determining each individual's actual fringe benefits. Hence, comparing the data from this analysis with cost information from other sources could be misleading. On the other hand, for Clackamas County jurisdictions, expenditure data has been converted to comparable categories and classifications.

Dispatch expenses also frequently required estimation. Cities with their own dispatchers may dispatch for police, fire, public works, and emergency services. Some cities could identify the number of dispatchers needed for non-law enforcement functions. In other cases, it was estimated that approximately 85% of the calls, and therefore the expense, was for police services. Whenever a dispatch center dispatched under contract for other cities or jurisdictions the income received was subtracted from dispatch expenditures. In other words, it was assumed that the cost of contracted service was equal to the services provided.

A related issue was whether to include 911 tax revenues and expenditures in law enforcement budgets. Most cities have a separate 911 fund, distinct from the police budget, and the county includes 911 in the C-COM, not the Sheriff's budget. Therefore, they generally do not allocate 911 funds to the different functions 911 supports, such as law enforcement, fire, emergency services, and medical. The most consistent way to treat 911 funds was to exclude them from law enforcement expenditures, unless they were spent directly on dispatch. Stated another way, it was assumed that 911 tax monies paid only for enhanced 911 start-up and operational costs, unless there was evidence that they were used otherwise. Canby is an exception to the general rule. It has basic 911 and, therefore, no

expenses for maintaining the enhanced 911 system. Canby also uses 911 funds to partially pay its dispatch costs. For the cities which did not have separate 911 funds, an attempt was made to determine how the 911 funds were spent and to reduce their police budgets by the cost of installing and maintaining the enhanced 911 system.

The following table summarizes the expenditures of all departments (excluding the County's Community Corrections program). Detailed tables for each city and CCSO are in Appendix F and G. The CCSO detail is provided later in this section.

Table 11
Summary Agency Expenditure Comparison

<u>Agency</u>	<u>General Patrol</u>	<u>Traffic Patrol*</u>	<u>Investigation*</u>	<u>Public Education*</u>	<u>Support Services</u>	<u>Total</u>
Canby	\$477,786		\$38,435		\$119,613	\$635,834
CCSO	\$4,697,213	\$171,970	\$770,921	\$117,771	\$1,784,396	\$7,542,271
Estacada	\$95,369					\$95,369
Gladstone	\$388,503	\$36,321	\$44,061		\$250,167	\$719,052
Lk. Oswego	\$1,336,710	\$224,965	\$285,666	\$94,276	\$705,822	\$2,647,439
Milwaukie	\$962,972		\$137,866		\$258,540	\$1,359,378
Molalla	\$255,275				\$58,202	\$313,477
Oregon City	\$942,074		\$134,374	\$2,810	\$373,779	\$1,453,037
Sandy	\$316,990				\$63,123	\$380,113
West Linn	\$696,552		\$52,060	\$2,038	\$261,298	\$1,011,948
Wilsonville	\$201,862					\$201,862

*Dedicated personnel only

The expenditures reported in Table 11 for Estacada and Wilsonville represent the expenditure of CCSO to provide general patrol service. The CCSO provides additional service in support of general patrol through its own expenditures. For comparative purposes, the CCSO figures reported here exclude jail and civil services. The resulting total overstates the cost of providing law enforcement in the unincorporated areas and the cities patrolled by the Sheriff because it includes all administration and all support functions. Some administration expenses are related to civil and jail functions and some

support functions are provided to cities. However, we were unable to make the detailed separations needed for more accurate comparisons.

The following charts compare the cost of police service per resident, per \$1000 of assessed value, and per officer. The expenditure per \$1000 of assessed value measure should not be interpreted as the tax rate for police services as police services are financed from a variety of sources in addition to property taxes. The averages were calculated by dividing total revenue by total residents, assessed value, or officers. The charts indicate some diversity related to the size of cities and the amount of resources available. The statewide average for cities in Figure 14 is from the Bureau of Government Research and Service, Financial Trends of Oregon Cities, 1981-1986. This average is based on a slightly different budget analysis system and may not produce averages directly comparable to those compiled using the budget reporting system we have utilized herein.

Figure 14
1986-87 Expenditure per Resident

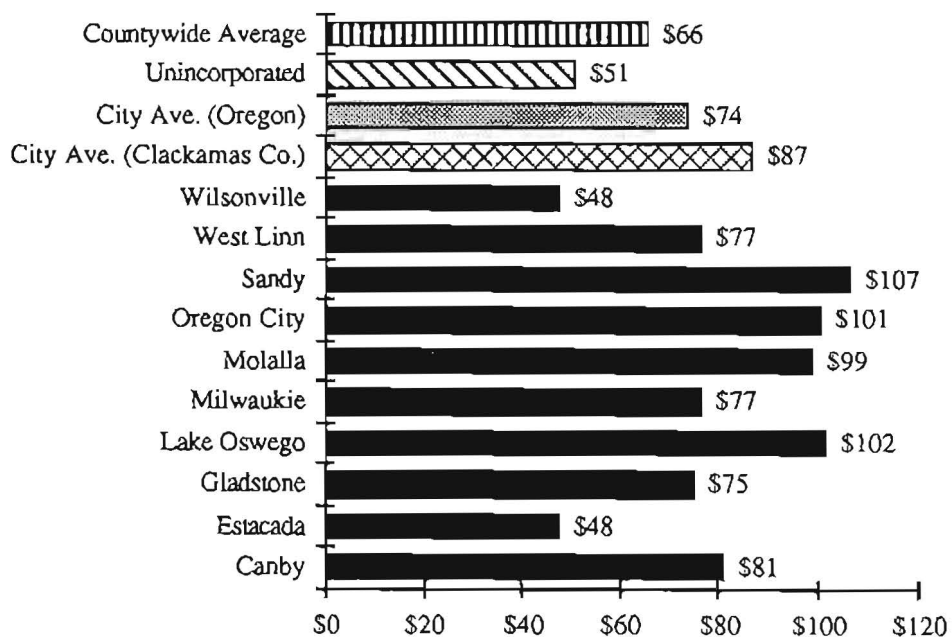


Figure 15
1986-87 Expenditures per \$1000 Assessed Value

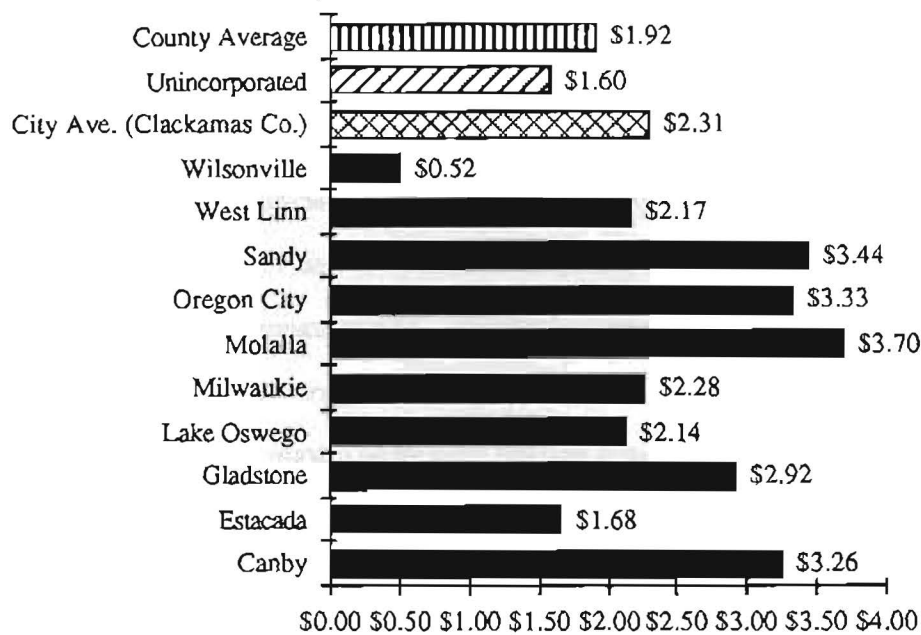
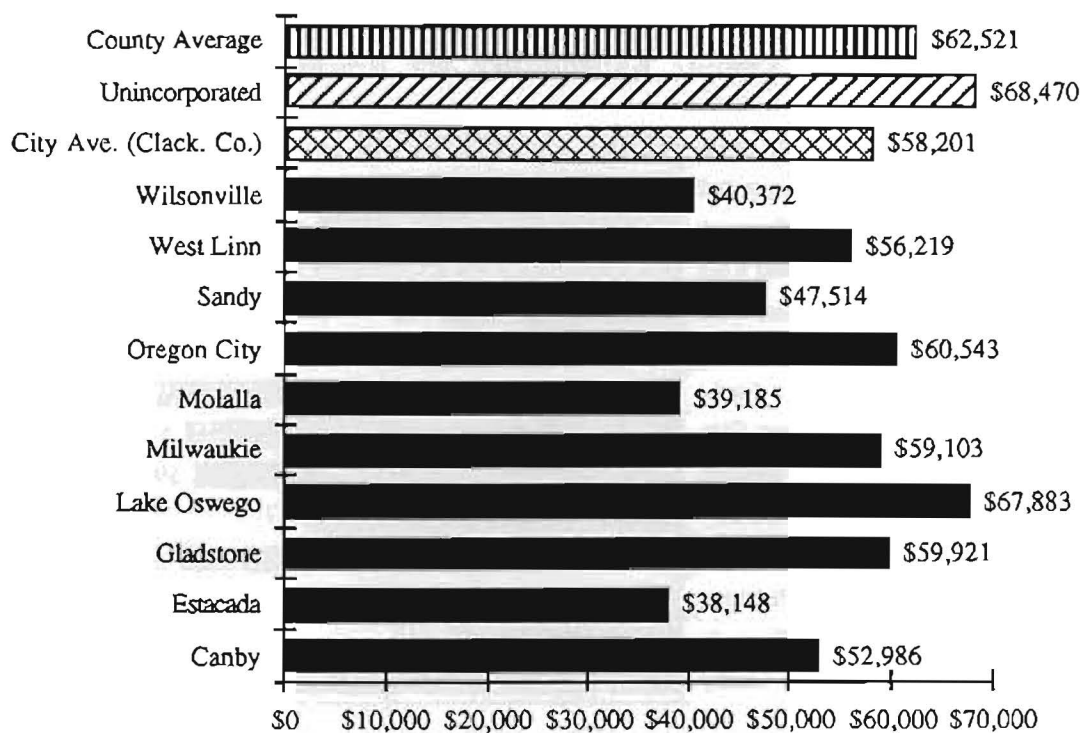


Figure 16
1986-87 Expenditures Per Officer



The following table shows the law enforcement expenditures of cities which do not have police departments.

Table 12

Law Enforcement Expenditures of Cities Without Police Departments

<u>CITY</u>	<u>Barlow</u>	<u>Rivergrove</u>	<u>Johnson C</u>	<u>Happy Val.</u>	<u>Estacada</u>	<u>Wilsonville</u>
EXPENDITURES	\$0	\$2,930	\$0	\$2,764	\$95,369	\$201,862
CHARACTERISTICS						
Population	110	285	380	1,470	1,970	4,180
Ass. Val.(\$1000)	\$1,931	\$9,188	\$4,452	\$46,643	\$56,929	\$388,478
Ass. Val. per capita	\$18	\$32	\$12	\$32	\$29	\$93
Type of contract	none	10 hr./mo	none	10 hr./mo	1/2 time	full time
EXPENDITURE MEASURES						
Expend per capita	\$0.00	\$10.28	\$0.00	\$1.88	\$48.41	\$48.29
Expend \$1000 A.V.	\$0.00	\$0.32	\$0.00	\$0.06	\$1.68	\$0.52

The difference in expenditure per city is a reflection of several factors, including decisions about levels of desirable and affordable police service, the size of the city, and city assignment of expenses to each department. City policies can vary widely. For example, Happy Valley and Estacada are about the same size, but have decided to contract for quite different levels of Sheriff service. City size can affect cost in several ways. Small cities desiring around-the-clock coverage may need more police officers per capita than larger cities simply to provide shift coverage. Larger cities may realize more economies of scale and/or provide more specialized services. Table 13 provides a comparison of city expenditures against statewide averages drawn from another source. Please note that the expenditure analysis framework for these averages may not be identical to the one we used.

Table 13
Statewide Average Expenditure Comparison

City	City Size	Per Capita Expenditures
<u>Oregon cities with less than 1000 pop.</u>		<u>\$26</u>
Barlow	110	\$0
Rivergrove	310	\$10
Johnson City	380	\$0
<u>Oregon cities between 1000 and 2499</u>		<u>\$43</u>
Happy Valley	1,470	\$2
Estacada	1,970	\$48
<u>Oregon cities between 2500 and 9999</u>		<u>\$80</u>
Molalla	3,180	\$99
Sandy	3,560	\$107
Wilsonville	4,150	\$48
Canby	7,835	\$81
Gladstone	9,570	\$75
<u>Oregon cities between 10,000 and 49,999</u>		<u>\$75</u>
West Linn	13,130	\$77
Oregon City	14,360	\$101
Milwaukie	17,685	\$77
Lake Oswego	26,035	\$102

Comparative figures from Bureau of Governmental Research and Service
Financial Trends of Oregon Cities 1981 to 1986

Budgetary policies also affect the costs included in this analysis. Some jurisdictions assign expenses such as building costs, phone, time of other city personnel, and insurance to individual departments, while others pay for these out of general city administration. Table 14 indicates which departments are charged for some of these expenses.

Figure 17

Administrative Overhead Charged to City Police Departments

CITY	Building	Phone	Other Personnel	Insurance
Canby	X			
CCSO	X	X	X	X
Gladstone	X			
Lk. Oswego	X	X	X	X
Milwaukie		X		
Molalla				
Oregon C.				
Sandy		X		X
West Linn		X		

As the chart indicates, Lake Oswego's police department and the CCSO are charged for more types of administrative overhead than other departments. If these costs were not included or other jurisdictions' costs increased comparably, it could shift cost comparisons.

Sheriff's Expenditures

The CCSO provides jail and civil processing throughout the County. These expenditures were, therefore, not included in the previous comparisons. In 1986-87, \$792,767 or seven percent of the CCSO budget was spent on civil functions (abandoned autos, prisoner transport, and civil processes) and \$2,143,341 or twenty percent on jails.

In addition, the chart in Appendix G provides much greater detail on the variety of CCSO functions. The expenditures for some functions of the Sheriff's Department such as S.W.A.T. and Search and Rescue were not identified because members of these teams have other assignments, usually in patrol or investigation, and it is difficult to determine how much of their time is spent on special assignments. Without verifiable service distribution measures, the research team chose to lump the expenditures for these services with general patrol. This influences the subsequent cost equity analysis but not significantly because of the relatively low levels of expenditure by service.

Financial Equity

The issue of financial equity is a complex one. In some respects it is tempting to reduce it solely to a problem of overlapping taxing jurisdictions. In this respect, because the CCSO property tax is levied inside cities as well as in the unincorporated area, it appears that there is a *prima facie* case for an inequity. However, as the literature on double taxation suggests, the mere presence of overlapping taxation jurisdictions is not sufficient to demonstrate an inequity. It is necessary to show that there is an actual denial or a differentiation of service delivery to substantiate the inequity.

For cities, it is typically assumed that service costs and benefits are equivalent. In fact, however, there are individuals who visit cities and receive services for which they do not pay. There are spill-ins of costs when non-residents commit crimes in cities. Further, when city police agencies render aid outside their borders, they provide services for which the recipient may not pay. In the case of Clackamas County cities, we lack the data to demonstrate the existence of spillover benefits and costs. Without accurate assist information or estimates of the number of non-residents benefitting from city services, it is not possible to estimate the financial impacts. Because these occurrences may net out by virtue of city resident visitations to other jurisdictions, including the unincorporated areas of the county, we have chosen to assume that they do net out. There is evidence, however, in the case of Oregon City, to suggest that there are significant spillovers of law enforcement impacts. Oregon City's crime rate appears to be partly a function of its status as County Seat and location of the County Corrections Center and Court House. Additionally, a major hospital, a community college, three major shopping centers are located within or near its jurisdiction. A final factor may be the proximity of three major highways. Each of these elements attracts more population to the city, on a temporary basis, raising the potential for the commission of crime. In a similar vein, Clackamas

Town Center represents a major spillover of city residents into the unincorporated area of the County. Concomitantly, crimes committed by city residents in the more rural areas of the County constitute a spillover of city problems into the County.

The unique difference between the cities and the County with regard to financing law enforcement is the overlay of the CCSO's property tax on city residents. While city residents do receive County services when they venture into the County, their city police departments use CCSO services, the CCSO provides countywide services and, indirectly, when crime is reduced in the unincorporated area, the tax level is not tied directly to service received. It is levied uniformly on all property, regardless of location or service provided. Hence, in the case of the CCSO, it is necessary to examine the incidence of service and payment of taxes to determine the relative equity between benefit and cost. Similarly, when County residents venture into cities or utilize city law enforcement services they are receiving services for which they have not directly paid.

The CCSO provides an array of service, in many respects more varied than city departments. Further, the access of specialized services by city departments on a cooperative basis provides some off-set of tax payments. The extent to which each service is provided countywide or in a spatially variable fashion will affect the extent to which a financing inequity may exist. The ability to document the extent of spatial differentiation is a function of our ability to measure a service and the pattern of service provision by the CCSO. Based on prior experience, we may at best be able to estimate a spatial differentiation and, hence, inequity. Just as importantly, we may not be able to measure some off-setting features of service delivery and intentional subsidies.

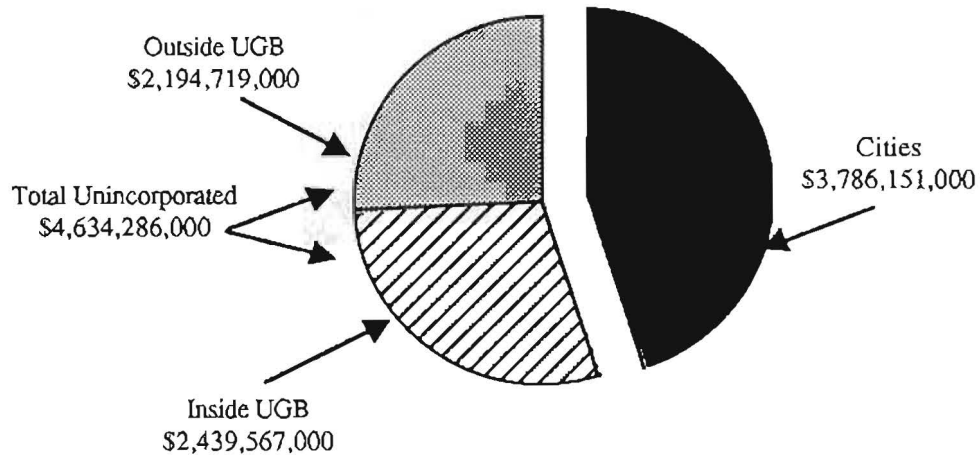
In order to determine the relative financial equity of CCSO revenue and expenditures, the County was divided into three regions--cities, unincorporated areas within UGB's, and

unincorporated areas outside UGB's. The research team believed it was important to divide the unincorporated area into two parts because the areas within UGB's are often highly urbanized and may receive a different level of service than the more rural (less densely populated) areas outside UGB's.

The CCSO commented on a previous draft that the UGB distinction was not important to law enforcement service delivery in the County. In the staff view, the county experienced a relatively uniform problem within the unincorporated area, particularly as a function of city problem spillover into the rural area. The CCSO staff also suggested a significant spill-in of benefit to city residents of CCSO services provided in the unincorporated area. The CCSO also asserts that there are cost differentials (see below) in providing law enforcement services in the outlying as opposed to close in areas of the County. Hence, it is the view of the CCSO that there are offsetting aspects of service provision which tend to compensate for any inequities across the UGB. The remainder of this analysis seeks to ascertain the extent to which this may be true.

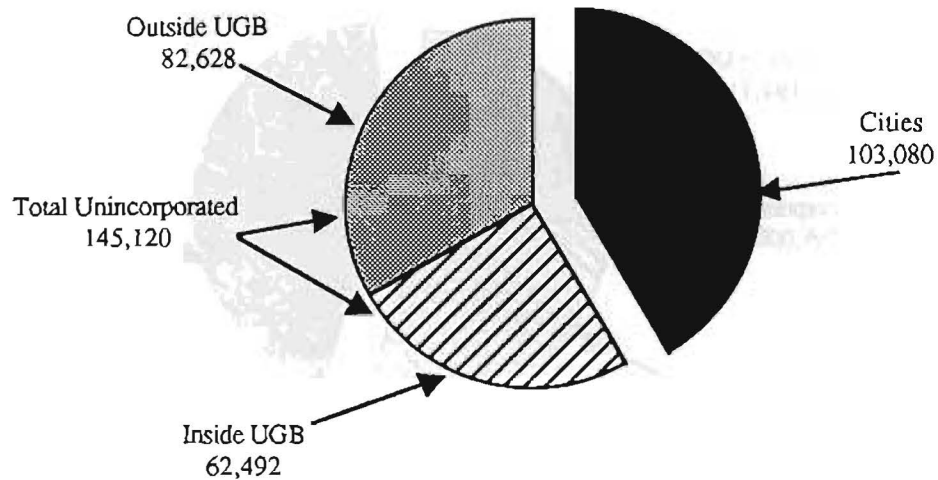
The population and assessed value of each of these areas had to be calculated to allocate expenditures and revenues. Assessed Values (1986) for cities and the County were obtained from the County Assessor. The assessed value of the unincorporated areas within the metropolitan urban growth boundary (UGB) and the UGB's of the cities outside the metropolitan area was estimated using water districts whenever possible and individual tax lots where necessary. The results should be considered as an estimate, not an exact value, since the examination of a large number of tax lots undoubtedly led to some omissions and duplications. The distribution of assessed value in the County is shown in the next chart.

Figure 18
CLACKAMAS COUNTY 1986 ASSESSED VALUE



July 1, 1986 population estimates for the cities and County were obtained from the Center for Population Research and Census at Portland State University. The METRO Data Resource Center estimated the proportion of residents living inside and outside the metropolitan UGB for 1985 and 1987. The average of these proportions (60.0% inside, 40.0% outside) was used to estimate the 1986 population living in unincorporated areas inside and outside the UGB. Residents of the urban growth areas of Canby, Estacada, Molalla, and Sandy were not estimated, and therefore they were included in the estimate of population outside the UGB's. 1980 Census data suggests that less than 2 percent of the county's residents live within the urban growth areas of these four cities. The following chart shows the population distribution in the County.

Figure 19
CLACKAMAS COUNTY POPULATION - JULY 1, 1986



The next table exhibits the research team's allocation of the CCSO's expenses to four geographic zones-- incorporated cities, unincorporated areas within the Urban Growth Boundaries of cities, unincorporated areas outside the Urban Growth Boundaries, and outside the county. Whenever possible, the allocation of expenditures to geographic zones was based on service measures. When service measures were unavailable, population was used as an estimate of service.

Table 15
Sheriff Expenditure Allocations

<u>Category</u>	<u>Actual Expenditures</u>	<u>Estimates In cities</u>	<u>Estimates Inside UGB</u>	<u>Estimates Outside UGB</u>	<u>Outside County</u>
General Patrol	\$4,598,935	\$370,685	\$2,704,777	\$1,417,564	\$105,910
Emergency Svcs	\$39,872	\$16,575	\$10,032	\$13,265	\$0
Traffic	\$171,970	\$25,324	\$63,149	\$83,497	\$0
Marine	\$92,929	\$38,631	\$23,381	\$30,917	\$0
Spec. Invest.	\$201,759	\$16,262	\$118,661	\$62,190	\$4,646
Animal Control	\$31,498	\$1,717	\$12,825	\$16,957	\$0
50% Crime Anlys	\$18,857	\$1,520	\$11,090	\$5,812	\$434
TOTAL PATROL	\$5,155,820	\$470,713	\$2,943,914	\$1,630,202	\$110,991
INVESTIGATION	\$770,921	\$62,138	\$453,403	\$237,627	\$17,754
Public Ed	\$117,771	\$6,419	\$47,951	\$63,402	\$0
Criminal I.D	\$68,455	\$34,433	\$14,651	\$19,371	\$0
Training	\$38,537	\$7,587	\$17,995	\$12,382	\$574
50% Crime Anlys	\$37,881	\$16,281	\$9,301	\$12,299	\$0
Other Support	\$750,865	\$147,822	\$350,613	\$241,246	\$11,183
TOTAL SUPPORT	\$1,013,509	\$212,542	\$440,511	\$348,699	\$11,757
Abandoned Auto	\$19,324	\$1,053	\$7,868	\$10,403	\$0
Transport Prisoner	\$197,664	\$82,169	\$49,732	\$65,763	\$0
Process	\$575,779	\$239,351	\$144,866	\$191,562	\$0
TOTAL CIVIL	\$792,767	\$322,573	\$202,466	\$267,727	\$0
JAIL	\$2,142,241	\$889,183	\$538,173	\$711,646	\$3,239
DATA PROCESS	\$330,991	\$142,258	\$81,273	\$107,461	\$0
ADMINISTRATION	\$557,667	\$109,788	\$260,400	\$179,174	\$8,306
TOTAL EXPENDIT	\$10,763,916	\$2,209,195	\$4,920,139	\$3,482,536	\$152,046
% of Expenditure		20.52%	45.71%	32.35%	1.41%
Expenditure per capita	\$43.37	\$21.43	\$78.73	\$42.15	
Exp. per \$1000 Assess. Val.	\$1.28	\$0.58	\$2.05	\$1.56	

Because spatially-coded data on patrol hours and responses were unavailable, crime response statistics from CLASS were used to determine the allocation of general patrol. This allocation is based on a sample of 1129 cases from July 1, 1986 to June 30, 1987. In this sample, 8.06 percent of crimes reported to the Sheriff's Department occurred within cities (5.49% in contract cities and 2.57% in other cities), 57.22 percent in unincorporated areas inside Urban Growth Boundaries, 32.42 percent in unincorporated areas outside

Urban Growth Boundaries, and 2.3 percent outside the County. The same proportions of reported crime were used to allocate special investigation, 50 percent of criminal analysis, and investigation expenses. Appendix H has a summary of the response distribution by CCSO Grid areas.

We used a sample of response statistics because of the lack of available data from other sources. We would have preferred to use a mix of patrol time and response location as a basis of allocating service delivery measurements spatially. The C-COM system does not report all data because of system down time, as indicated earlier. The CCSO can distinguish between city and non-city responses but does not track responses in relation to unincorporated areas inside the Urban Growth Boundary. Further, patrol hours within Districts are not assigned using the standard grids of the CLASS reporting system. Rather, as indicated in Appendix I, the patrol cars are assigned by other area designations and on a wild car basis. Other on duty personnel, such as sergeants, may also be available for patrol. Hence, there is no standard basis on which to allocate patrol time.

Since the CCSO uses its CLASS response records to track crime activity and assigns patrol and staff time accordingly, the research team chose to allocate patrol service delivery based on a sample of the response records of the CLASS system. The ten percent sample is reasonably accurate for the overall time period but may understate or overstate actual original dispatches from C-COM since the originally reported crimes are adjusted to what the officer responding finds on-site. Further, the sample includes only responses for Part I and Part II crimes, ignoring all other calls. In sum, we are confident that this is a reasonable surrogate for actual experience.

It should also be noted that the CCSO staff has suggested that time necessary to deal with crime activities in the more remote areas of the County is greater than in close-in areas near

cities. The argument is that the crimes are different and require additional staff effort. We have no basis to confirm this other than the assertion of the CCSO staff. We have included the information provided by the CCSO for the consideration of the reader (See Appendix D). We also suggest that while crimes in the more remote County areas may take additional time, there is a greater frequency of crimes inside the UBG where more people live and the CCSO assigns patrol time accordingly. Hence, while more specialized services may be necessary in the relatively more rural areas, the actual expenditure of resources tends to be inside the more urbanized areas as a product of crime frequency (See Appendix I for a summary of CCSO patrol hours by District).

Data processing and the other 50 percent of criminal analysis expenditures were allocated to geographic areas based on transactions on CLASS as reported in the Guide to Sheriff's Operations (p.14). Of CLASS transactions, 21.7 percent are for City police departments and were assigned to cities. Sheriff's operations (26.7%) were assigned to the unincorporated service area. C-COM (4.5%) use was assigned to C-COM law enforcement users. Jail (13.3%), corrections (12.8%), civil (4.3%), and D.A. (16.7%) were assumed to be county-wide functions and assigned in the same proportions as population.

Expenditures for Criminal Identification were assigned based on use in 1986. The unit responded to 82 Sheriff Department cases and 74 from other agencies (assumed to be cities).(Guide to Sheriff's Operations, p. 26).

Spatially-segregated service measures were unavailable for the rest of the expenditure categories. Countywide population proportions were used to allocate emergency services, marine patrol, transportation of prisoners, civil processes, and jail services as well as the portion of traffic patrol funded by a state DUII grant. Several of these services (emergency

services, marine patrol, DUII grant) are funded at least in part by state funds which were also allocated by population in the revenue allocations. Thus, the revenue and expenditure measures balance each other.

The population proportions within the Sheriff's service area (the unincorporated areas plus the cities which have no police departments) were used to allocate animal control, public education, part of traffic patrol, and abandoned automobile expenses.

The remaining support categories and the administration expenditures were allocated based on the proportions of the expenditures in each geographic area for combined patrol, investigation, civil, and jail functions. It was assumed that these functions support the spatially provided operations of the Sheriffs Department.

The next table lists the Sheriff's revenue sources and allocates them to the same geographic zones as expenditures.

Table 16
Sheriff Revenue Sources and Allocation

	Actual 86-87 Revenue	Estimated Inside cities	Estimated Unincorporated Inside UGB	Estimated Unincorporated Outside UGB	Outside County
Sheriff Levy	\$9,772,148	\$4,393,880	\$2,781,690	\$2,596,578	
Jail levy	(\$886)	(\$398)	(\$252)	(\$235)	
Fund balance	\$2,607,600	\$1,172,463	\$742,266	\$692,871	
Interest	\$202,062	\$90,854	\$57,518	\$53,690	
Fees-Civil	\$102,615	\$42,656	\$25,820	\$34,139	
Fees - Other	\$51,573	\$0	\$22,209	\$29,364	
Contracts-cities	\$286,637	\$286,637	\$0	\$0	
Contracts-BLM&FS	\$37,670	\$0	\$0	\$37,670	
Forest taxes	\$45,317	\$18,838	\$11,403	\$15,077	
State emerg serv	\$28,796	\$11,970	\$7,246	\$9,580	
Miscellaneous	\$111,835	\$23,244	\$38,149	\$50,442	
Marine Board	\$92,772	\$38,564	\$23,343	\$30,865	
DUII grant -state	\$44,166	\$18,359	\$11,113	\$14,694	
Prisoner Board	\$3,239	\$0	\$0	\$0	\$3,239
TOTAL REVENUE	\$13,385,544	\$6,097,066	\$3,720,503	\$3,564,735	\$3,239
Less ending balance	\$2,621,628	\$1,178,770	\$759,520	\$683,329	
Revenue expended	\$10,763,916	\$4,918,296	\$3,024,653	\$2,817,729	\$3,239
% of revenue expended		45.69%	28.10%	26.16%	0.03%
Rev per capita	\$43.34	\$47.64	\$48.40	\$34.10	
Rev per \$1000 AV	\$1.28	\$1.30	\$1.24	\$1.23	

The Sheriff's principal source of revenue is a special levy. This revenue source should clearly be assigned to geographic zones based on assessed value. In addition, the fund balances at the beginning and end of the year and the interest derived from funds were assumed to be primarily the result of taxes collected in previous years and were therefore allocated on the basis of assessed value.

Revenues for contracted Sheriff patrol in cities and on BLM and U.S. Forest Service lands were assigned to the originating geographic zones. Prisoner board was for prisoners from outside the County.

All other revenues were allocated on the basis of population. Civil fees, 50 percent of miscellaneous revenue sources, forest severance taxes, and all the state funds (emergency services, marine board, DUII grant) were assumed to be county-wide sources of revenue.

Fees for record searches, parking violations, animal shelter, and alarms plus 50 percent of miscellaneous revenue sources were assumed to come from the unincorporated portion of the county.

The last table shows the differences between revenue and expenditure for each geographic zone.

Table 17
Revenue/Expenditure Differential of CCSO

	Total	In Cities	Unincorporated		Outside County
			Inside UGB	Outside UGB	
Revenue	\$10,763,916	\$4,918,296	\$3,024,653	\$2,817,729	\$3,239
Expenditure	\$10,763,916	\$2,209,195	\$4,920,139	\$3,482,536	\$152,046
Difference		\$2,709,101	(\$1,895,486)	(\$664,307)	(\$148,807)
Per capita		\$26.28	(\$18.39)	(\$6.45)	
Per \$1000 A.V.		\$0.72	(\$0.50)	(\$0.18)	

This table indicates that cities are receiving approximately \$2.7 million less in services than they are contributing in tax revenues. The principal beneficiaries of this fiscal transfer are residents living within the unincorporated areas of the County inside the Urban Growth Boundary. Residents outside the UGB are receiving somewhat more benefit than they are contributing in revenue. These results take into account all contracts and countywide service delivery. Hence, it could be argued that city residents are subsidizing the patrol and area specific services that the Sheriff provides in the relatively suburbanized but unincorporated areas of the County. The magnitude of the subsidy (twentyfive percent of CCSO revenues and fifty percent of taxes collected within cities) is more important than the actual dollar amount.

FINDINGS

To provide a backdrop for our subsequent recommendations, and to assist the Blue Ribbon Committee in the completion of its tasks, we are summarizing the findings of our research at this point. The bulk of this report provides description and understanding of the provision of law enforcement service in the County. Our next report will provide options concerning what changes, if any, should be considered by the Committee. In some respects, the findings presented here do not fully encompass the history of law enforcement service in the County. A "snap shot", single year analysis cannot fully identify or depict all trends, forces or decisions that have influenced the development of law enforcement service delivery in Clackamas County. Further, while some of the responsibility for the design of the service delivery system rests with current officials, in many respects, it is the legacy of decisions made over the past twenty-five or more years in response to the population and economic development of the County. In that context, while current officials have the responsibility for developing solutions to the problems, they do not bear the entire burden for their cause.

Service Provision

The County has a full array of law enforcement services which appear to cover the needs of its citizens. There were no suggestions that any significant gaps existed in the current mix of services, although some particular crime problems were identified as being of some concern.

The CCSO occupies a unique role by virtue of its jurisdictional coverage of the entire County. It can and does provide traditional general patrol to the unincorporated areas and contract cities, a significant effort by virtue of more than 1800 square miles of geographic

responsibility. Further, this geographic coverage allows it to effectively provide countywide and specialized services that the cities cannot or will not provide. There may not be agreement on what specialized services the CCSO should deliver, however. It appears that the current mix of CCSO services has emerged as a product of time specific needs and pragmatic decisionmaking. The only special services the CCSO is required to provide are jail and civil process. All other services have emerged from the general constitutional charge to maintain public safety. An example of this pragmatic service development is the CLASS which has emerged to serve the County's law enforcement data needs. Further, while long term planning of special and general patrol services has emerged as a major aspect of CCSO decisionmaking, it is based on a historical foundation of less comprehensive and analytical decisions. Additionally, the stability of long term planning decisions is questionable in the absence of a stable funding system.

City police departments currently provide an array of services that concentrate on general patrol within their boundaries. This emphasis reflects their primary interest in the maintenance of community integrity and quality of life. It also reflects the reality of budgets which, having survived the trade-offs of city decisionmakers, do not have the discretionary options facing jurisdictions with dedicated funding sources or self-standing budgets.

Some cities face unique problems. Small cities like Sandy and Canby may spend a large portion of their city budgets on law enforcement in order to provide 24 hour coverage. Estacada did not have sufficient funds to support 24 hour coverage during the study year. The experience of Wilsonville and Estacada suggests that contracting for patrol from the CCSO may be less expensive for small cities than staffing their own police department.

Sandy faces a unique service issue in coping with the traffic impacts of US 26. This transportation corridor has also led to a unique mutual assistance relationship with the CCSO. Oregon City faces higher than expected crime rates because it is the location of several centers where increased population concentrates, for example the County Corrections Center, raising the potential for criminal acts. These service issues require Countywide jurisdiction to effectively cope with them.

Similarly, the CCSO has unique service problems in the Mt. Hood National Forest and the Willamette River. These regional or national attractors of recreational activity put significant stress on local agencies.

It appears that the OSP is not a fully participating agency in the Clackamas County intergovernmental collaboration on law enforcement services. While it has limited responsibilities under state law, it could potentially play a broader role in the County. It does provide an option to CCSO services in some limited instances and supplements city activities. However, there may be even greater opportunities to assist in the law enforcement effort.

There is no common definition of service minimums or maximums. Further, there is little effective articulation of what service means, particularly beyond criminal apprehension. The CCSO and some of the cities seem able to articulate their objectives comprehensively. Communities without comprehensive law enforcement plans would be hard pressed to effectively monitor performance and proficiency in other than a piecemeal fashion. Even for those with comprehensive plans, it is difficult. Thus, the overall structure for service definition and monitoring is fragmentary at best.

Service gaps, if they exist, may go undetected until problems develop. The fragmented view of service provision in the County does not encourage any agency to worry about the big picture. Rather, individual departments are encouraged to focus on what they perceive to be "their" problems. Common issues or resources may be masked by localized priorities.

The rationale for variation in patrol distribution by CCSO District is based on calls for service and response time. Further, the CCSO believes that the nature of crime and the requisite service needed in relatively more isolated areas demands a different kind of effort than would be found in a more rural county. Indeed, the CCSO has observed that the differences in the general need for law enforcement across the entire unincorporated area of the County are not a product of location. On the other hand, staffing patterns do vary by CCSO District. This, however, reflects primarily general patrol in anticipation of service calls not unique law enforcement issues or problems. To resolve questions of law enforcement differentiation by spatial area will require a much more extensive analysis of crime variation in relation to service delivery and character than was possible for this study. This should be clearly documented.

Spillover Effects

While there are mutual assistance and aid arrangements, it appears that collaboration varies from jurisdiction to jurisdiction and is often based on professional courtesy. There is no real Countywide planning or comprehensive coordination, stemming from the service definition issue.

The extent of service and problem spillovers is impossible to document for cities because the data are not available. The same is true for CCSO but less so. Both sides rely on

claims rather than hard data. Thus, it is not possible to effectively determine how to resolve the service and problem spillovers. Similarly, the offsetting benefits also escape detection and accounting. Clackamas County is probably not unique in this regard but as it continues to urbanize and develop there will be greater pressure to rectify service and financing imbalances.

Data

The only common approach to measuring service is crime data. More useful measures of service provided are either collected inconsistently or lacking. Consequently, we were unable to effectively measure service efficiencies and departmental effectiveness. All County jurisdictions will need to make further progress in defining appropriate service measures, including non-crime related elements, and implementing the appropriate data collection procedures.

This will be hampered because there is disagreement over the desirability of sharing a common data collection process. A partial obstacle in this regard is the cost and staffing problems. The different concepts of what should be measured and how are also important. Current data focuses on crime. They ignore other measures of service and mutual assistance.

There is no common data base on costs or service expenditures. This is partly a function of different budgeting practices. It is also a function of service arrangements in individual jurisdictions. In this circumstance, it is simply not possible to measure efficiency and or effectiveness in a comparative fashion across jurisdictions. Further, measuring the "safety" of the cities and county is at best a guess because there is no agreement on how to assess

the circumstance. The lack of citizen complaints may be the only well established measure of service effectiveness.

Contracting

All jurisdictions appear to treat contract monitoring and maintenance in an eclectic fashion. Once agreements are struck, they appear to persist through inertia, without aggressive monitoring or oversight, except in circumstances where substantial funds or troublesome issues are involved. There is also a tendency to rely, perhaps too heavily, on informal working arrangements to provide service. In some cases, agencies have become reliant on these informal working arrangements as a substitute for formal agreements. A lot could be done to clarify contracting procedures and monitoring requirements. Because of its countywide contracting capability and extent of contracting the CCSO may need to pay particular attention to this. On the whole, however, the contracting mechanism seems to work well for the CCSO and cities. It provides necessary flexibility to tailor service to needs. It also allows cities to adopt an alternative to maintaining their own departments.

Finance

There is a substantial subsidy from the cities to unincorporated areas of the County as a function of the Sheriff's levy. It appears to benefit the unincorporated area inside the UGB more than the unincorporated areas outside the UGB. The UGBs of the more isolated areas of the County, Sandy, Estacada, etc., are probably not subsidized as greatly as the areas immediately adjacent to the METRO UGB, since they are more like the surrounding rural area. The rural area is probably getting more service than it pays for in taxes but this may be warranted by the metropolitan nature of the county, i.e., it may not be possible to cut service there. Hence, simply reducing the CCSO tax levy, without creating a compensating financing mechanism, may reduce rural service more than desirable. The

extent of the subsidy does, however, warrant serious attention to redressing the equity imbalance.

It is not possible to document any reverse subsidy from the county to the cities or at least enough to offset city subsidies to the county. There is no data on spillover benefits or costs. The cities are probably better off for the CCSO's service in the unincorporated area, but there is no clear evidence of this.

Relative costs of service vary substantially across the county reflecting both localized problem issues and ease of financing. There is every evidence that this will continue to exist under the fragmented process of financing service delivery. While redundancy may result and, consequently, some improvement in law enforcement service provision, it will not necessarily permit attention to the financing of countywide services and solutions to regional issues. Further, heavy dependence on the property tax will continue to make it difficult to project long term financing conditions.

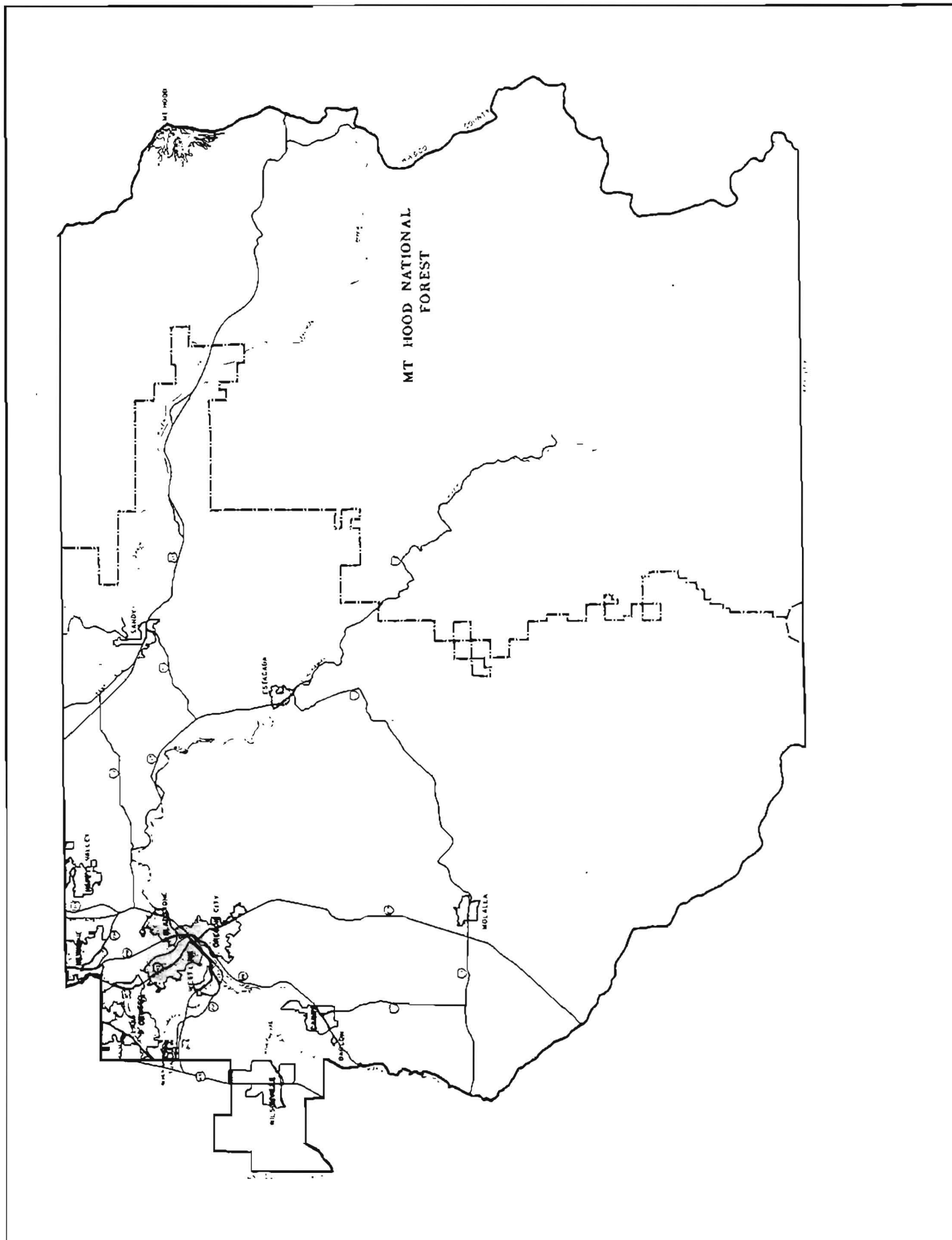
There is no basis on which to compare cost efficiency across jurisdictions in the absence of trend data and a common analytical framework. It appears that some jurisdictions spend more than their counterparts statewide based on jurisdictional size but this is not absolute. Only better informed, long term trend analyses can substantiate effective comparisons in this regard.

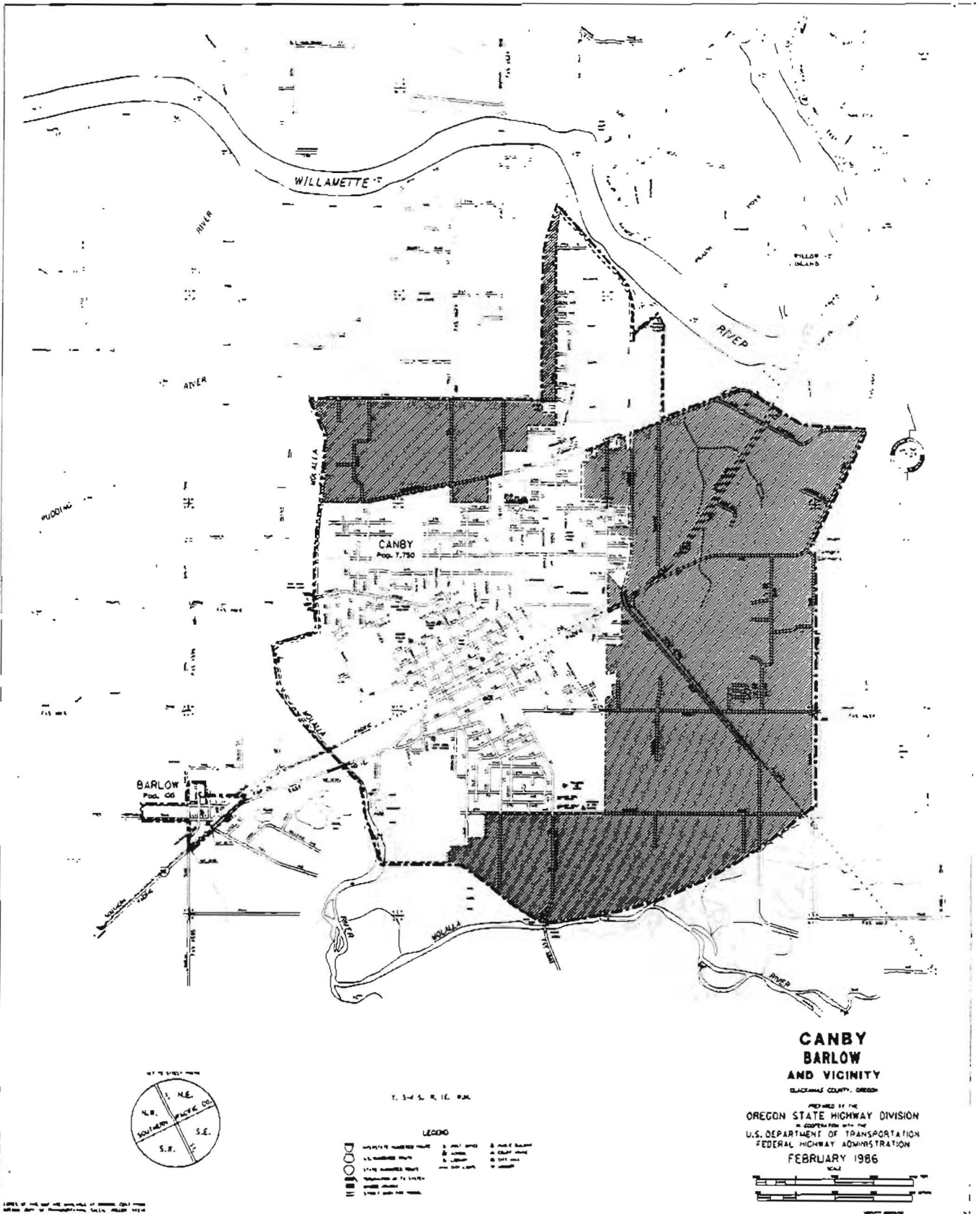
It appears to the research team that law enforcement in Clackamas County is gradually being recognized as a collective problem. The Technical Advisory Committee formed to advise this research effort appears to be the first ongoing, collective effort by law enforcement officials to engage in joint consideration of law enforcement issues. The Blue Ribbon Committee itself represents the first policy level effort to address what the

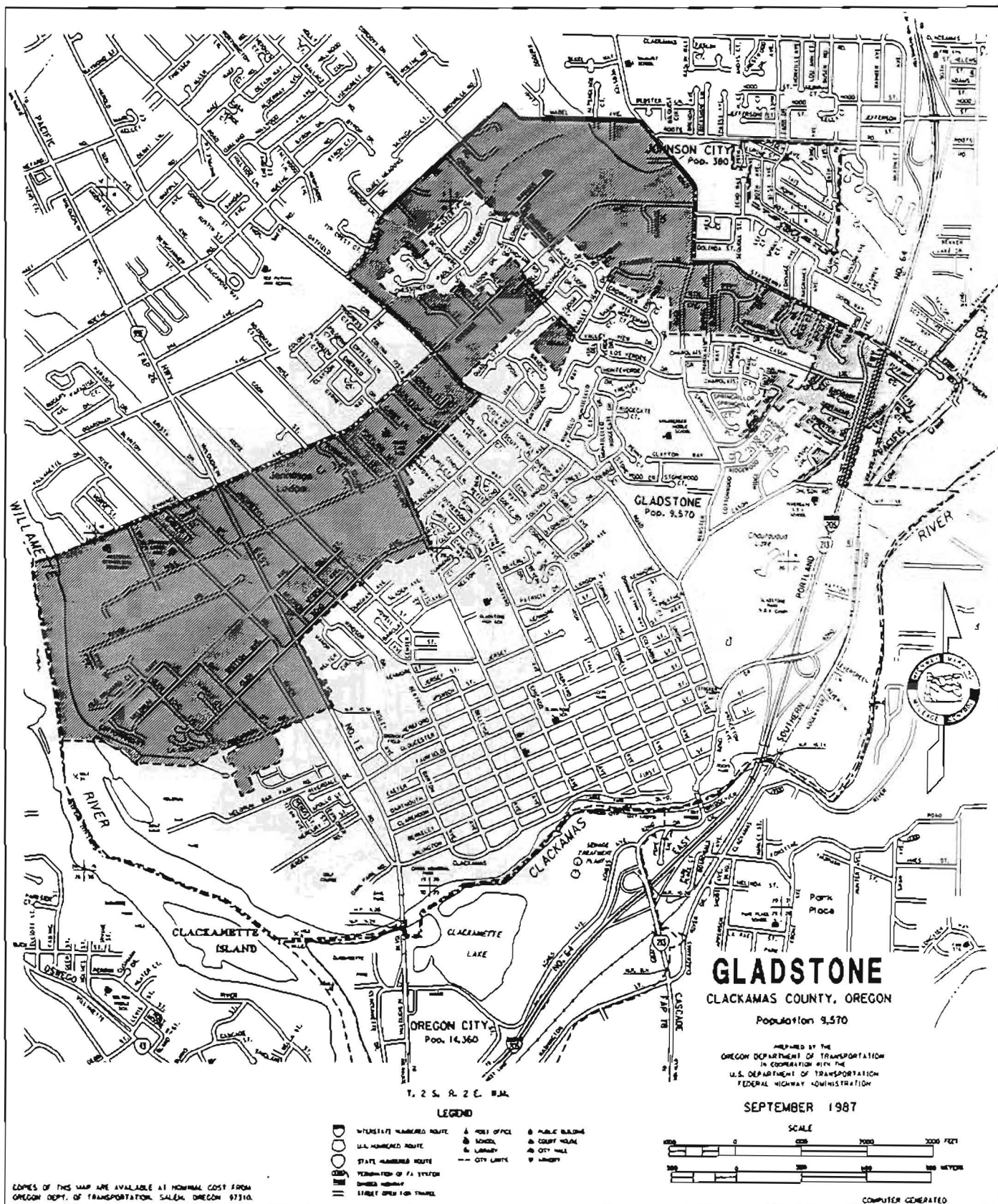
jurisdictions should do to address opportunities. Consequently, what may be most important for the Blue Ribbon Committee to consider is ways for institutionalizing collective, Countywide consideration of law enforcement services and issues.

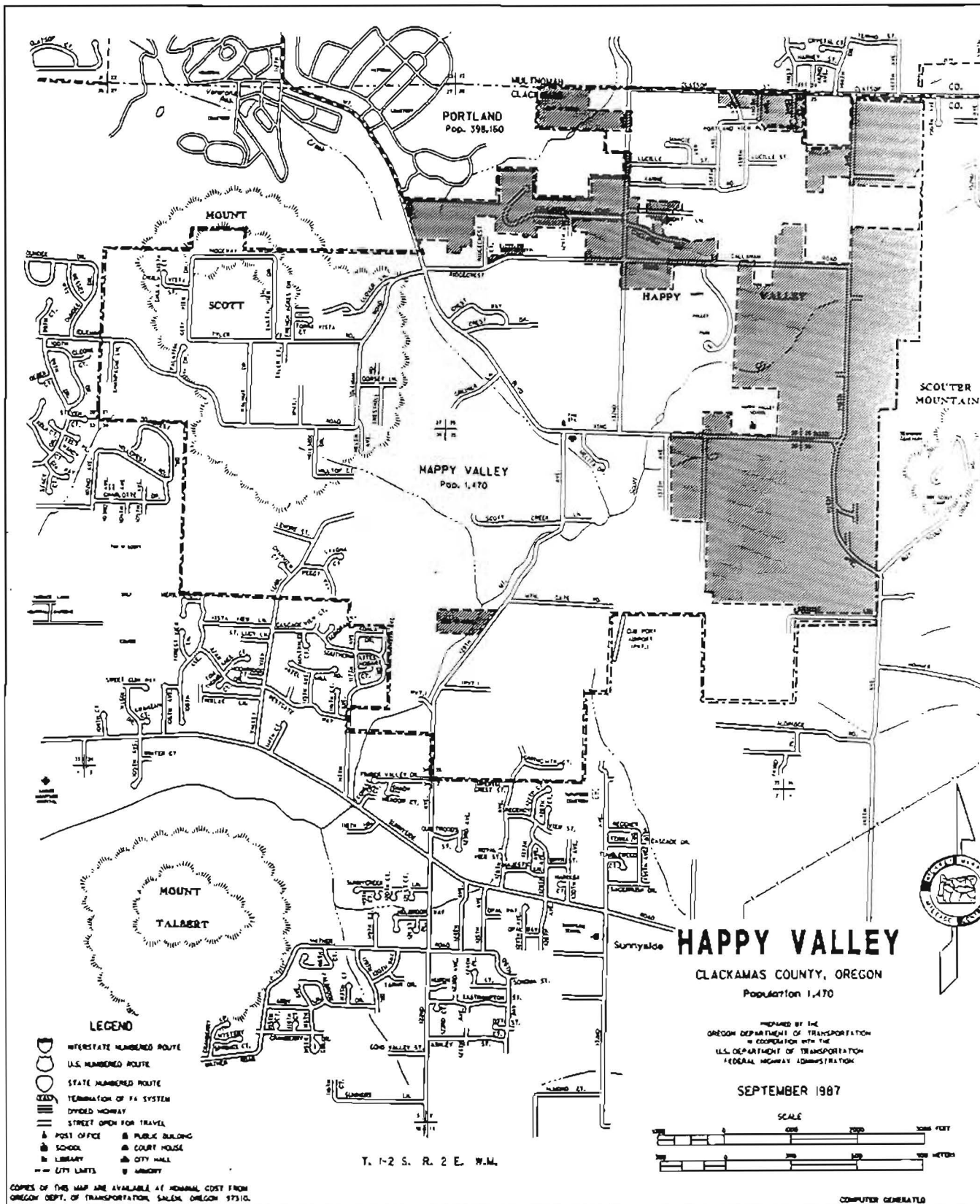
APPENDICES

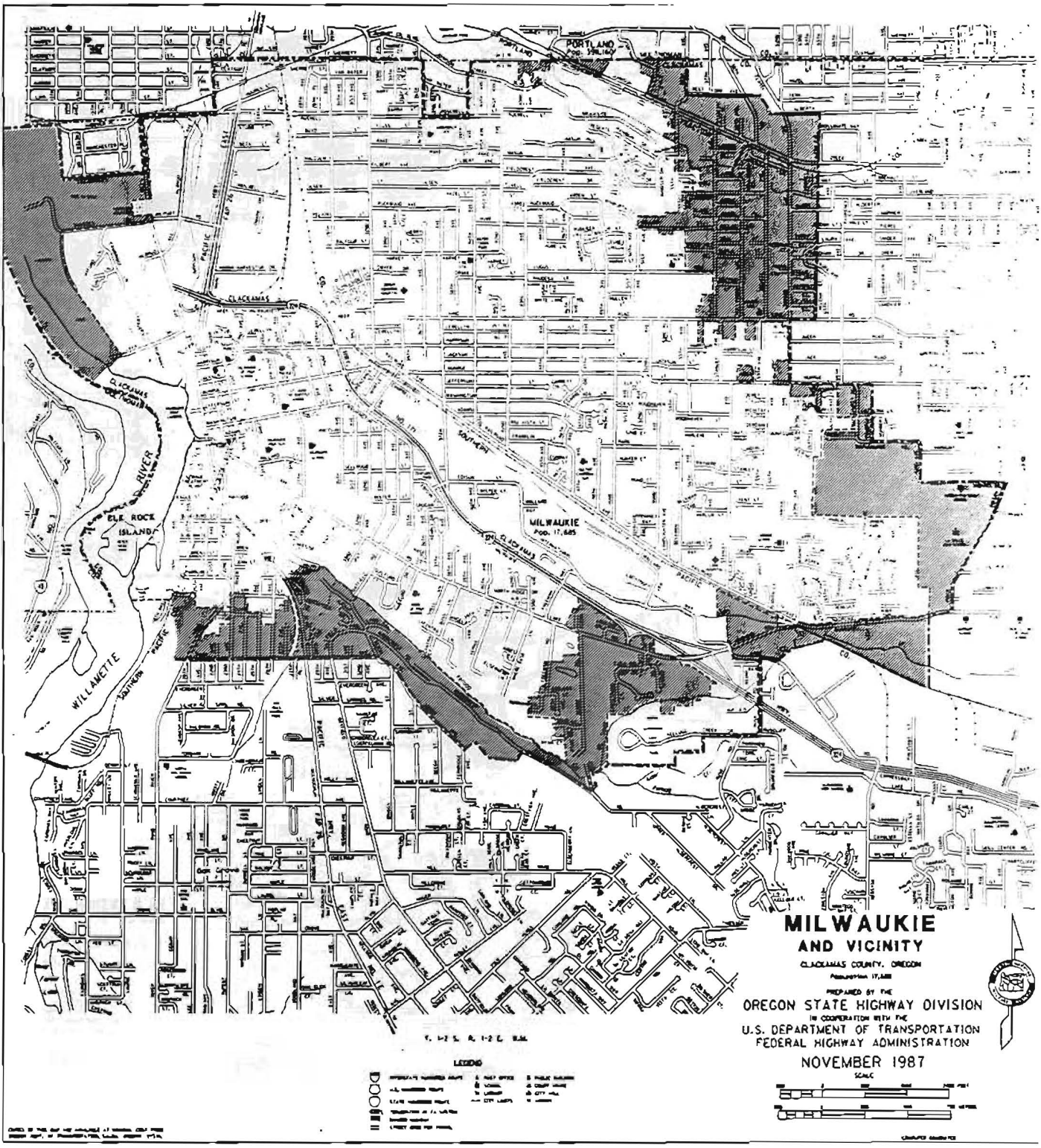
APPENDIX A MAPS

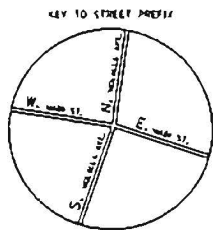












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T. 5 S. R. 2 W. W.M.

LEGEND

- INTERSTATE NUMBERED ROUTE
- U.S. NUMBERED ROUTE
- STATE NUMBERED ROUTE
- TERMINATION OF P.A. SYSTEM
- DIVIDED HIGHWAY
- STREET OPEN FOR TRAVEL
- POST OFFICE
- SCHOOL
- LIBRARY
- CITY LIMITS
- PUBLIC BUILDING
- COURT HOUSE
- CITY HALL
- AIRPORT

MOLALLA

CLACKAMAS COUNTY, OREGON

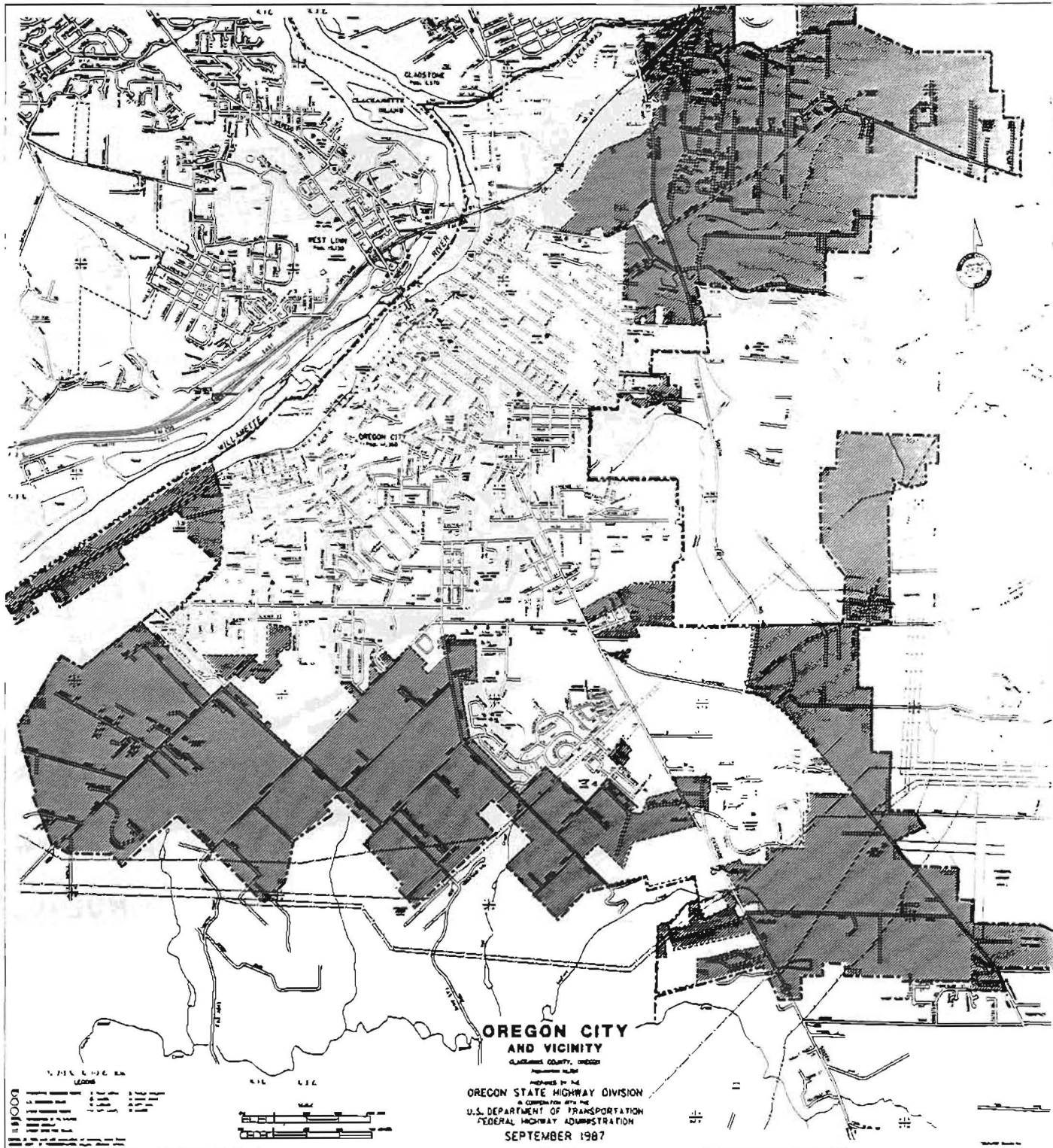
Population 3,180

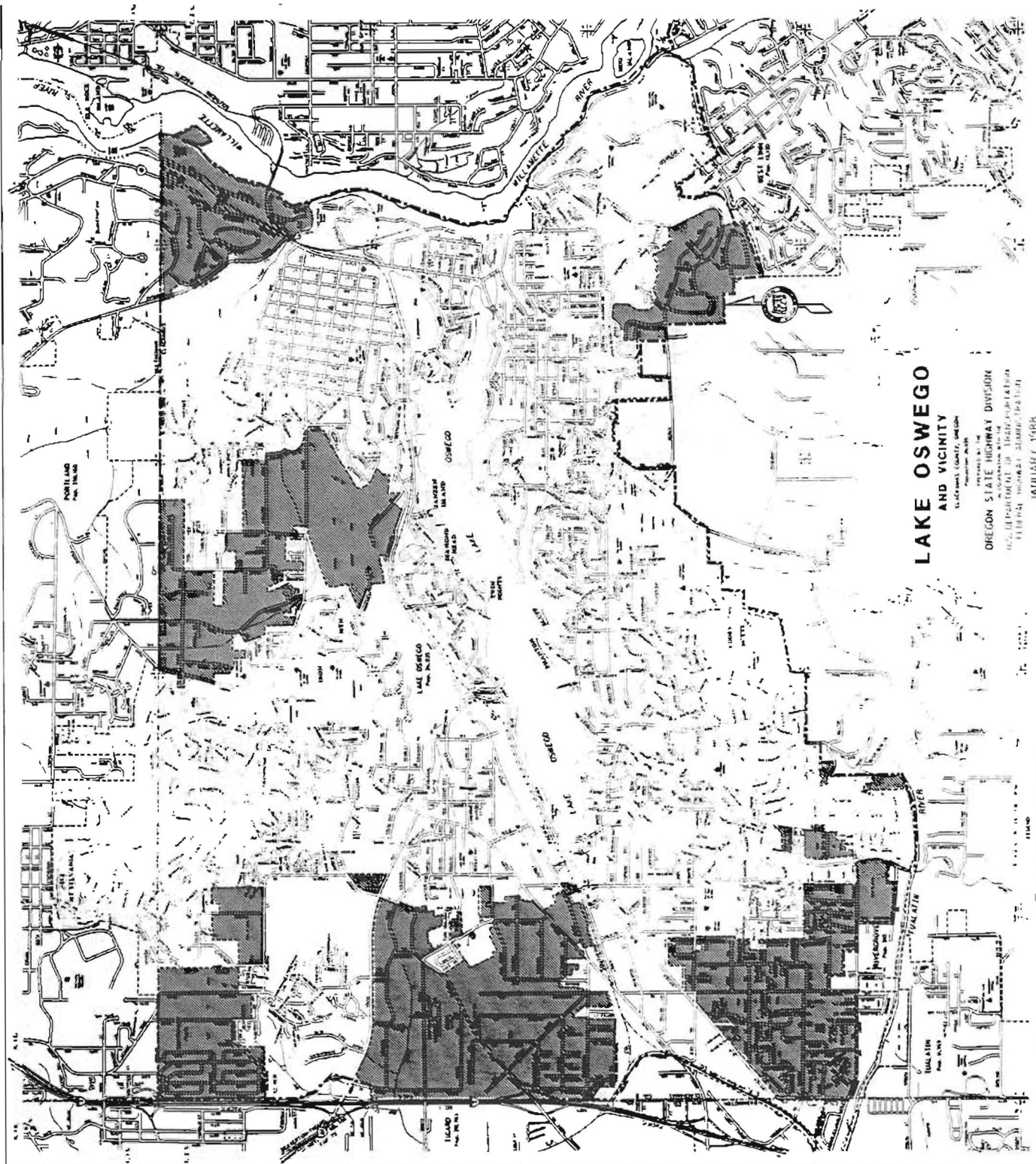
PREPARED BY THE
OREGON DEPARTMENT OF TRANSPORTATION
IN COOPERATION WITH THE
U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

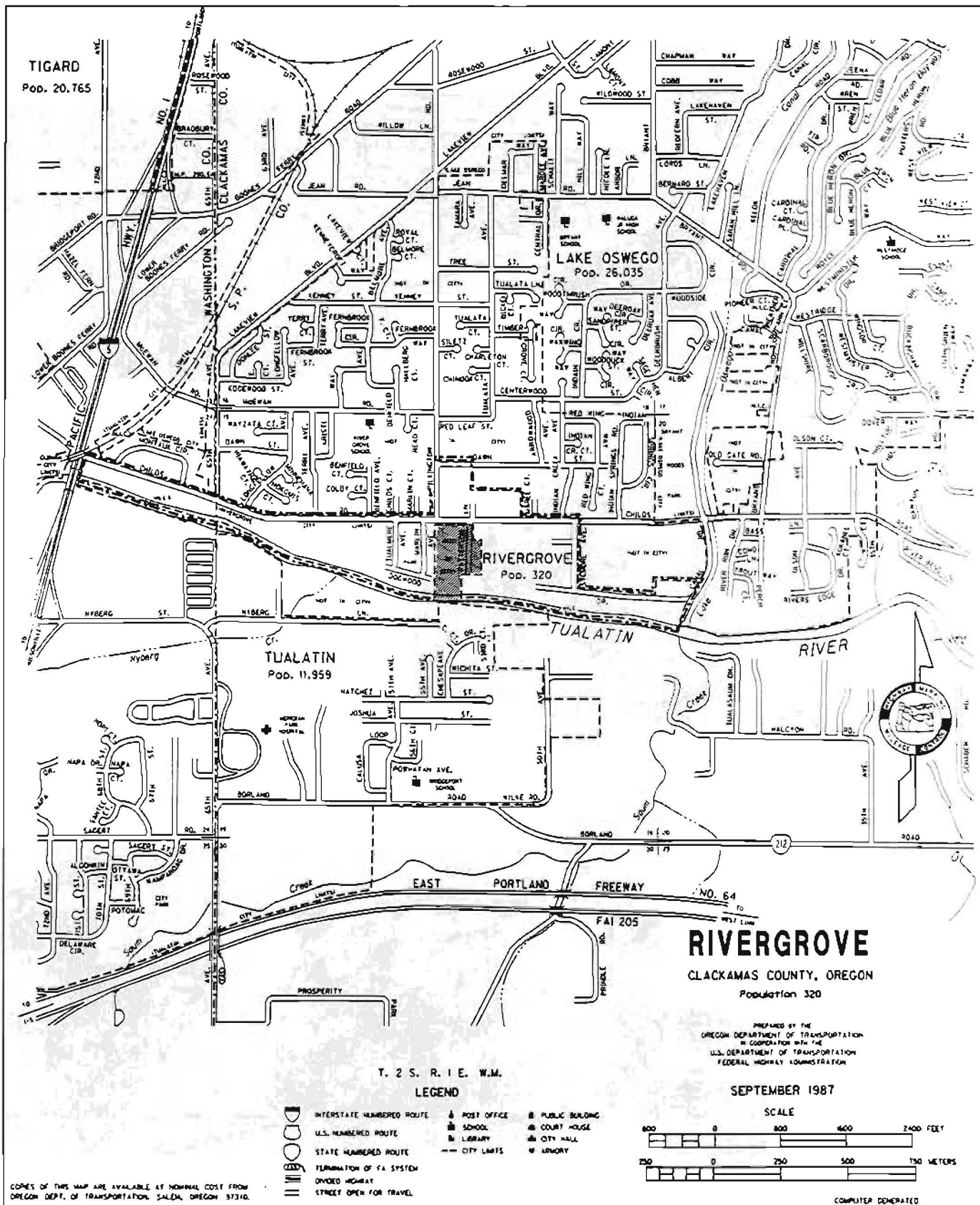
NOVEMBER 1987

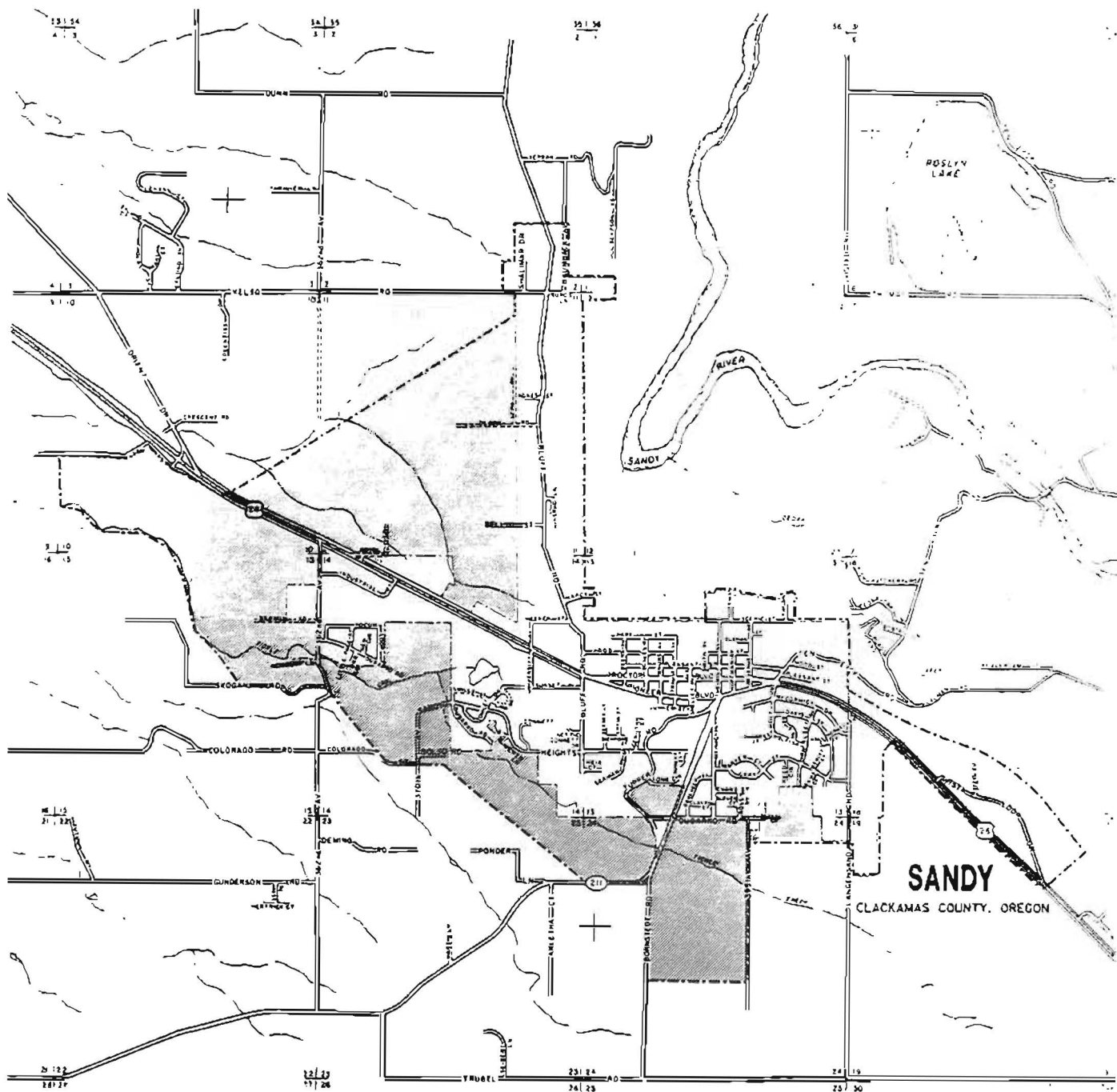


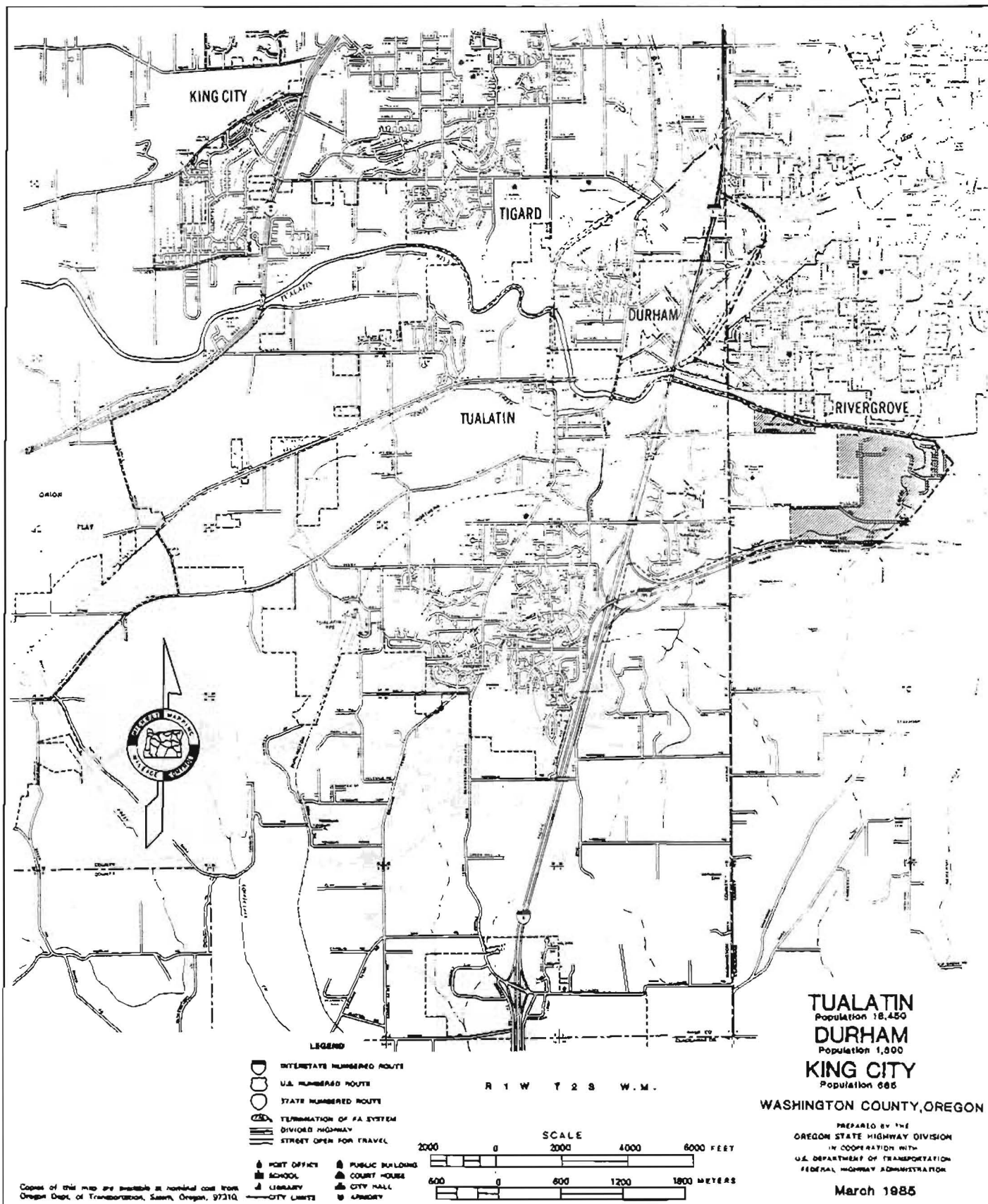
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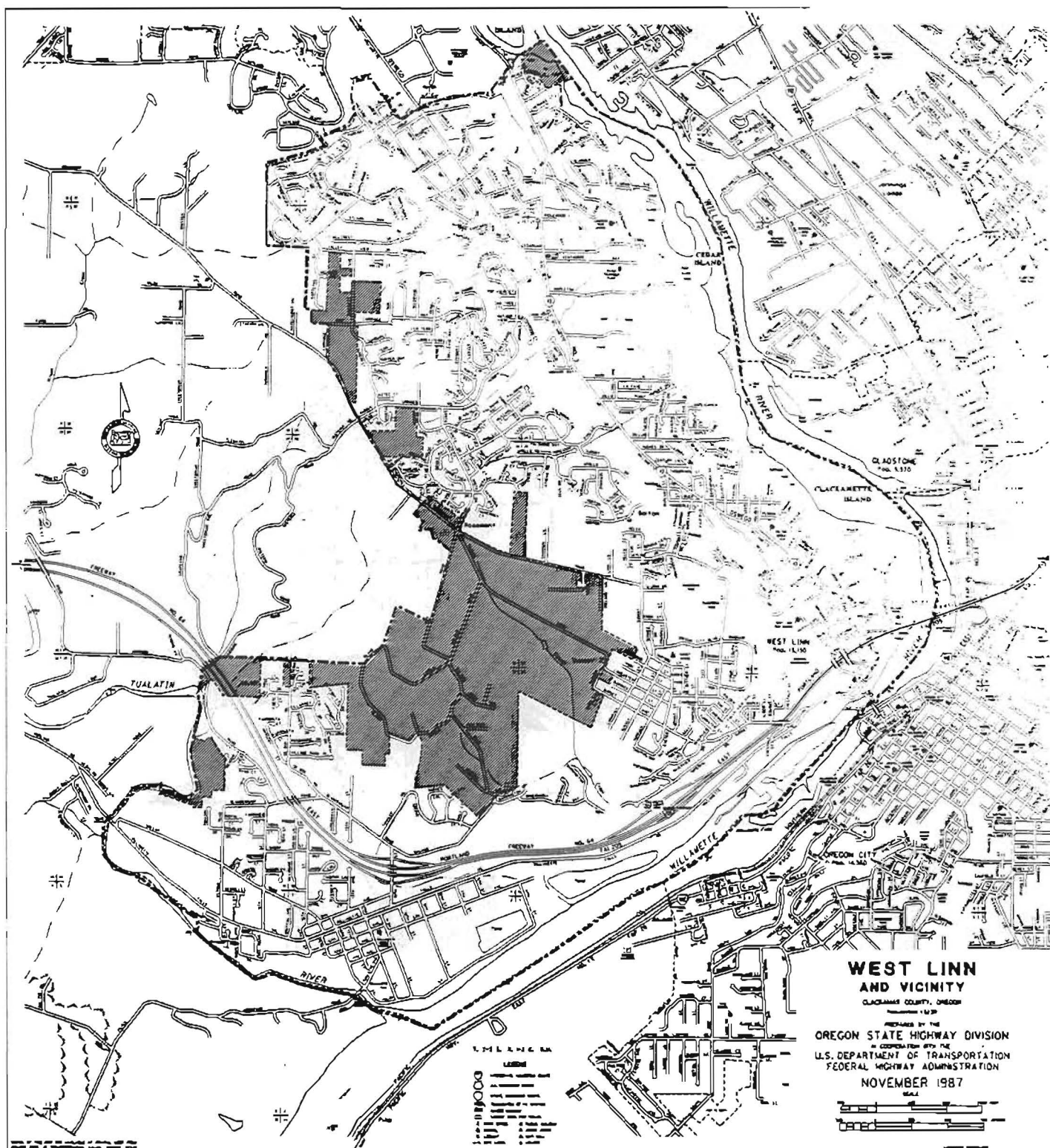


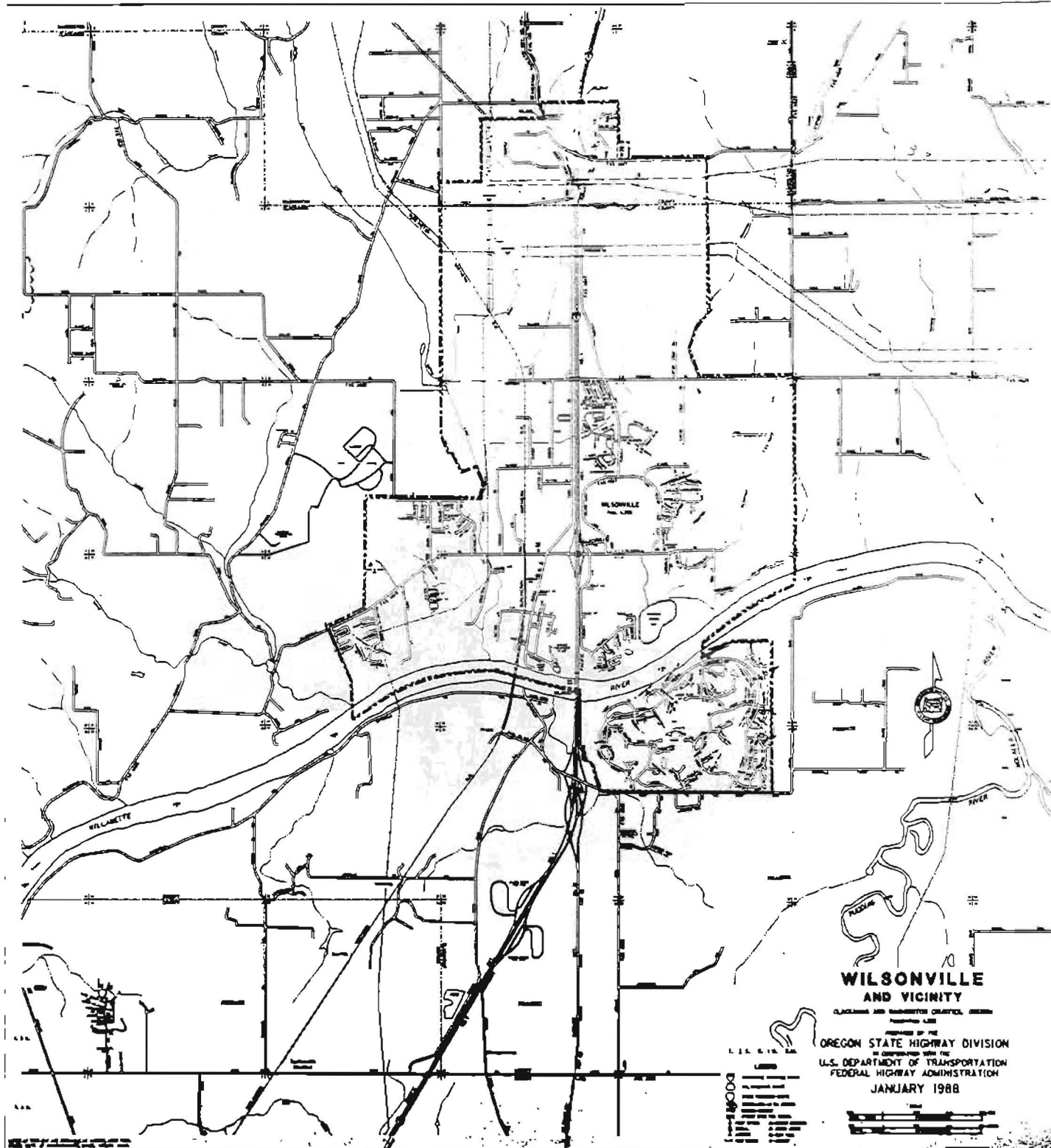












APPENDIX B

CONTRACT INFORMATION

CONTRACTS & INTERGOVERNMENTAL AGREEMENTS

NON-LAW ENFORCEMENT OR OUTSIDE COUNTY

Source of K or IGA	Contractee	Service	Date of Agreement	Duration	Source of Compensation	Personnel	Services
CLACKAMAS CO.							
	Lake Oswego	Animal Shelter	7/16/86	ongoing	Contractee		
	Gladstone	Animal Shelter	7/16/86	ongoing	Contractee		
	West Linn	Animal Shelter	7/16/86	ongoing	Contractee		
	Milwaukie	Animal Shelter	7/16/86	ongoing	Contractee		
	Mollalla	911 answering & dispatch	7/1/87	ongoing	user-city		
	Burnside Consortium	Detox	6/30/83	ongoing	county		
	Sandy	Dog and Handler	5/27/85	ongoing	user		
	Happy Valley	Prisoner Board	10/25/84	ongoing			\$0
	Tigard	CLASS	9/18/86	ongoing			
	Lake Oswego	CLASS	8/9/84	ongoing	CCSO		
	Sandy	CLASS	1/16/85	ongoing	city to provide transmission		
	Woodburn	Prisoner Board	12/17/84	ongoing	city		\$0
	Lake Oswego	Prisoner Board	11/8/84	ongoing			\$0
	Milwaukie	Prisoner Board	12/2/84	ongoing			\$0
	Hubbard	Prisoner Board	3/28/85	ongoing	city		48.77/day
	Sandy	Prisoner Board	12/2/84	ongoing			\$0
	Canby	Prisoner Board	10/18/84	ongoing			\$0
	West Linn	Prisoner Board	11/29/84	ongoing			\$0
	Gladstone	Prisoner Board	10/25/84	ongoing			\$0
	West Linn	Civil Forfeitures	12/11/87	ongoing			
	Pacific NW Bell West Linn Lake Oswego	E-911 to include PNB Service Area	9/24/86	ongoing			
	Lake Oswego	911 1'&2'PSAP service 635-636 prefix areas	9/11/86	ongoing	State 911	\$	
	Lake Oswego	Dog Control Center	6/19/87	ongoing	city		
	Columbia County	Prisoner Board		ongoing			48.77/day
	Yamhill County	Prisoner Board		ongoing			48.77/day
	Marine Safety Board	Marine Patrol	4/9/87	1 year	State Marine Other	\$100,000 \$28,825	\$14,530

	Traffic Safety Commission	L E Services	11/12/87	1 year	T S C	\$213,919
	Oregon DUII Grant	DUII Checkpoint	6/30/86	ongoing	State	\$66,006
	North Clackamas School District	L E Services at sports events	11/21/85	ongoing	contractee	\$12.50/hr
	Bureau of Land Management	L E Services	9/11/86	ongoing	BLM	\$8,194
	United States Forest Service	L E Services	4/21/88	ongoing	USFS	variable
Oregon City	West Linn	OC/WL Com Center	7/9/86	1/86-6/30/8	West Linn	\$11584/mo
Lake Oswego	West Linn	Emergency Dispatch	7/7/87	1 year	West Linn	\$87,083
State of Oregon	Clackamas County	Emergency Organization, Planning & Management	7/21/86	1 year		
		Direction Control & Warning Population Protection				
		Contamination Monitoring & Control				
		Public Education & Emergency Information				
		Emergency Support Services Hazard Analysis & Mitigation Training & Exercising				
Portland	ClackamasCSO	Park Patrol				

CLACKAMAS COUNTY POLICE SERVICE STUDY

CONTRACTS AND INTERGOVERNMENTAL AGREEMENTS

LAW ENFORCEMENT RELATED - WITHIN COUNTY

Source of K or IGA	Contractee	Service	Date of Agreement	Duration	Source and Designation of Compensation
<u>CLACKAMAS COUNTY</u>					
	Estacada	L E Services	8/27/87	ongoing city	12 hour service
	Wilsonville	L E Services	10/18/79	ongoing contractee	\$201,862 -24 hr. service
	Rivergrove	L E Services	10/10/73	ongoing contractee	\$2,764 - 10 hr.s/month
	Happy Valley	L E Services	9/3/74	ongoing city	\$2,764 -10 hr.s/month

APPENDIX C
SERVICE SUMMARY

1 = some, but not dedicated	C-COM - Clackamas County Communications Center	MIL - Milwaukie Police Department
2 = only their own	CCSO - Clackamas County Sheriff's Office	MULT - Multnomah County Sheriff
3 = provided to all others	LO - Lake Oswego Police Department	OSP - Oregon State Police
** own service	LOCOM - Lake Oswego Communications Center	PPB - Portland Police Bureau
	OC - Oregon City	

LAW ENFORCEMENT SERVICES PROVIDED BY EACH AGENCY						
(Services in some jurisdictions may vary under terms of contacts which are documented in the text.)						
JURISDICTIONS						
SERVICE	BARLOW	ESTACADA	HAPPY VALLEY	JOHNSON CITY	RIVERGROVE	WILSONVILLE
GENERAL PATROL	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
TRAFFIC	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
EMERGENCY SERVICE	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
MARINE	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
SPECIAL INVESTIGATION	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
ANIMAL CONTROL	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
CRIMINAL ANALYSIS	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
INVESTIGATION	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
PUBLIC EDUCATION	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
CRIMINAL IDENTIFICATION	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
TRAINING	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
GENERAL SUPPORT	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
ABANDONED AUTOS	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
CIVIL PROCESS	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
SWAT	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
SEARCH AND RESCUE	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
JAIL	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
PRISONER TRANSPORT	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
DATA PROCESSING	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
ADMINISTRATION	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
DISPATCH	C-COM	C-COM	C-COM	C-COM	C-COM	C-COM
K-9	MULT	MULT	MULT	MULT	MULT	MULT
CODE ENFORCEMENT/ANIMAL						
COURT GUARD						
CLASS	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
LABORATORY	CCSO	CCSO	CCSO	CCSO	CCSO	CCSO
PREVENTION/SCHOOLS						
1 = Some , but not dedicated 2 = Municipal only 3 = Provides service to all others	CCSO - Clackamas County Sheriff's Office C-COM - Clackamas County Communications Center MULT - Multnomah County Sheriff					

APPENDIX D
SUMMARY OF ASSESSED VALUE AND POPULATION

SUMMARY SHEET

	1986-87		July-1-1986		July -1-1986	Total	
	Assessed Value	% of County	Population	% of County	Population	Population	Square Miles
	(1,000's)	Total	Inside County	Total Pop.	Outside County		
Barlow	\$1,931	0.02%	110	0.04%		110	**
Canby	\$194,924	2.31%	7,835	3.16%		7,835	3
Estacada	\$56,929	0.68%	1,970	0.79%		1,970	4
Gladstone	\$246,020	2.92%	9,570	3.86%		9,570	3.5
Happy Valley	\$46,643	0.55%	1,470	0.59%		1,470	2
Johnson City	\$4,452	0.05%	380	0.15%		380	**
*Lake Oswego	\$1,140,940	13.55%	24,670	9.94%	1,365	26,035	10
Milwaukie	\$594,984	7.07%	17,685	7.13%		17,685	4.5
Molalla	\$84,679	1.01%	3,180	1.28%		3,180	2
Oregon City	\$436,364	5.18%	14,360	5.79%		14,360	5.5
*Portland	\$28,522	0.34%	690	0.28%	397,470	398,160	**
*Rivergrove	\$9,188	0.11%	285	0.11%	25	310	**
Sandy	\$110,355	1.31%	3,560	1.43%		3,560	3
*Tualatin	\$29,396	0.35%	35	0.01%	10,590	10,625	0.5
West Linn	\$466,368	5.54%	13,130	5.29%		13,130	7
*Wilsonville	\$334,456	3.97%	4,150	1.67%	30	4,180	6
City Total	\$3,786,151	44.96%	103,080	41.53%			51
Unincorporated	\$4,634,286	55.04%	145,120	58.47%			1828
w/i UGB's	\$2,439,567	28.97%	62,492	25.18%			
o/s UGB's	\$2,194,719	26.06%	82,628	33.29%			
County Total	\$8,420,437	100.00%	248,200	100.00%			1879
* city partially in county							* sq. mi.<.5

APPENDIX E
JURISDICTION RESPONSES

LAKE OSWEGO POLICE DEPARTMENT

Since the beginning of the eighties, the Lake Oswego police Department has used the establishment of goals and service levels to guide overall program development.

Three specific areas became central to the department's focus. They were:

1. Property crimes, in particular those of burglary and theft.
2. Substance abuse, including both illegal drugs and alcohol.
3. Vehicular safety, as it related to high property loss and loss of life.

While the patrol unit would change little in number over the next seven years, one position, that of corporal, was added to each of the three squads.

By early 1982, each patrol squad had a sergeant, a corporal, and a minimum of five police officers. The day and swing shifts each had a community service officer for ordinance enforcement. Each squad could then, as they do now, operate as a team which stays together year around.

Once the patrol squads were solidly in place, the following steps were taken over a several-year period to help us specifically attack the aforementioned problem areas.

1. The traffic unit, consisting of one sergeant, three officers, and one community service officer was developed to its current level by 1984. Two of the officers ride motorcycles, allowing enforcement in high density traffic areas. The community service officer performs parking enforcement and helps with traffic analysis assignments.

The objective of the unit is to perform selective enforcement in areas where analysis indicates a high number of accident-causing violations are occurring. This helps to reduce or at least slow down the rising number of injuries and possible deaths, as well as the tremendous cost of property damage resulting from vehicular accidents.

2. A supervisor was added to work with the three existing detectives. This individual would not only work major cases and control the work flow, but would direct, at a distance, a special investigation unit, which consisted

of one corporal and two officers and which was fully trained and operational by late 1987.

The special investigation unit was specifically created to attack property crimes and substance abuse by targeting known offenders who had worked the Lake Oswego area, and to develop intelligence about their activities. Once targeted, some of the individuals would even be followed and caught in the act of committing a theft or burglary.

Also, much has been done to develop our intelligence about drug distribution in the area. Several undercover operations have already taken place.

Because criminals conduct their activity without regard to jurisdictional boundaries, we find it most useful to pool our resources with other agencies. We have worked extensively with the Portland Police Bureau, Milwaukie Police Department, Tualatin Police Department, and West Linn Police Department.

3. In 1984, the department began to implement a school resource officer program. The program was viewed as a proactive way to reach children--our future adults--and possibly prevent them from becoming involved in substance abuse (including alcohol) and criminal activities (with heavy emphasis in lower grades on theft and vandalism).

The school district provided office space and clerical support, and the department provided a police officer, who by 1987 was teaching more than 600 classes a year mostly in the elementary and junior high schools.

4. In July of 1984, a second position for crime prevention was authorized. The position was filled by an individual who had superior skills in the computer field. This enabled the department to develop computer programs on the police department's Burroughs computer system, which did not come with any police software programs.

Our objective was to develop programs that offered management and crime analysis information. Examples of the programs completed that were not offered by the CLASS system include an Overtime Pay Analysis Program, Officer and Shift Productivity Analysis, Call Times Analysis, OUCR Reporting, Etc.

5. In December of 1986, the position of criminalist was opened. This individual was to take over property control and process evidence both in-house and at crime scenes. The criminalist also needed specialized training in latent and inked fingerprint identification

and classification. The department was fortunate enough to have two persons trained in this field and one available for the assignment.

This enabled us to check latent prints against the inked impressions of known offenders. Since Oregon State Police had cut back personnel in its identification bureau, burglary and theft cases could take several weeks to get results, whereas we could get results in a couple of days.

In summary, the positions or units I have mentioned were conceived, and then proposed for budgeting out of our desire to be responsive to the joint goals of the department and the city council. Those goals are: Reduce Property Crimes, Attack Substance Abuse, and Promote Traffic Safety.

The department now needs the opportunity to maintain funding for these programs, the last of which (SIU) has only been fully staffed since November of 1987.

What is most likely to affect our ability to achieve the goals set is a serious fund shortfall in the public safety levy. We anticipate going to the public for a special levy in addition to our continuous levy in March, 1989. Otherwise, it is estimated the fund would have a deficit by Fiscal Year 1990-1991 of approximately \$200,000, and this would increase to approximately \$1,000,000 by 1991-1992.

Obviously a municipal fund cannot operate at a deficit and, if the levy does not pass, then along with the fire services we would be looking at a mandatory reduction of existing service levels and positions.

We are facing this issue at a time when the city has had steady increases in population, traffic volumes, and building activities for the past several years. So as opposed to laying off personnel, we would normally request to add on at least three officers, or one to each shift.

CLACKAMAS COUNTY LAW ENFORCEMENT
BLUE RIBBON COMMITTEE
DATA AMPLIFICATION
GLADSTONE POLICE DEPARTMENT

A.) The primary law enforcement objective for the City of Gladstone is to provide the citizens of Gladstone with effective and timely law enforcement by protecting people and property from the criminal elements. In addition, the Gladstone Police Department maintains adequate resources to provide mutual aid assistance to the county and other cities when requested. We place a strong emphasis on burglary prevention and narcotics enforcement in our local community.

B.) The primary means to meet these objectives are by responding quickly to requests for police services, conducting investigations on solvable crimes, writing complete concise reports and providing a crime prevention program to educate citizens in protecting life and property. The Gladstone Police Department stands ready to assist other governing agencies with needed manpower.

C.) These principal means were chosen because prompt service to the public is the essential factor in the City of Gladstone. It is our goal to fulfill the public safety requests and demands of the public in a timely and efficient manner.

D.) The department's policy in directing patrol and/or resources on situations are to respond to emergencies, to fund regular vehicle patrols, to continue to fund the city's motorcycle program.

E.) The following indicators are used to measure police public safety performance by recording the numbers of incidents in the city's annual program budget: crimes reported and investigated; city ordinances violations reported; animals impounded, complaints handled; traffic citations issued; major traffic arrests; traffic accidents.

The following indicators are used to measure police support services by recording the numbers of incidents in the city's annual program budget: contacts at the dispatch counter; citizen contacts at dispatch counter re: dog licensing; emergency calls answered with E 9-1-1; non-emergency calls answered; reports processed and maintained.

F.) The principal benchmarks of success in performance in Gladstone is measured by fewer traffic accidents, fewer reported crimes, fewer animal complaints.

G.) The philosophy/policy that guides the department's relations with other, neighboring agencies in terms of mutual assistance is to render assistance upon request, provided that the city of Gladstone has adequate coverage.

H.) In addition to providing 24 hour police services the City of Gladstone maintains around the clock dispatch, which remains a primary point of contact for the public. It has been the city's continuing practice to respond to all calls for service with personnel, subject only to availability.

I.) The principal law enforcement problems which currently affect the operation of this department are shortage of manpower and limitations of the court system.

J.) The unique characteristics of the community that shape the Gladstone Police Department are: a small city impression, a large population of senior citizens; limited boundaries for growth, limited potential budget resources. The city also has three schools and several mental health facilities. With the variety of problems that face society today, and the limited future resources of the City of Gladstone, it is difficult to maintain high morale when little appears to be accomplished or prevented.

K.) The future objectives or changes that this department has are: building community relations with more visibility of our uniform officers; and more activity in the neighborhoods with bicycle safety and burglary prevention programs; greater emphasis on narcotics enforcement.

L.) The resources that would currently be needed to improve the performance of the Gladstone Police Department would be: 1.) additional training; 2.) an additional position in the motor-division, and 3.) a second detective position.

M.) The additional resources that are necessary to meet the department's needs would be to improve communications with a CAD system and installing mobile data terminals in patrol units.

N.) The law enforcement issues most likely to affect the development of the city and the department and its performance over the next five years would be primarily budgetary, and more particularly, the future receipt of intergovernmental transfers.



CLACKAMAS COUNTY SHERIFF'S DEPARTMENT

2223 S. Kaen Road Oregon City, Oregon 97045

(503) 655-8218

Office of
BILL BROOKS, SHERIFF
CLACKAMAS COUNTY

LAW ENFORCEMENT BLUE RIBBON COMMITTEE LAW ENFORCEMENT DATA AMPLIFICATION

CLACKAMAS COUNTY SHERIFF'S DEPARTMENT RESPONSE

A. PRIMARY OBJECTIVES

The primary objectives of the Clackamas County Sheriff's Department are to provide the highest possible level of law enforcement services to Clackamas County with available resources, to provide the highest possible level of support and assistance to other police and other criminal justice agencies in the county, to participate fully in metropolitan and state-wide law enforcement issues and efforts, and to participate fully with general county government to continue our ability into the future.

B. PRIMARY MEANS

The means used to achieve our objectives include the application of technology and technique to better utilize the available resources, the cooperation with other criminal justice agencies to achieve the law enforcement purpose, and the participation with government and private organizations in planning for the future of Clackamas County.

The Sheriff's Department consistently strives to develop ways to apply its available resources with more effectiveness and efficiency. The Department has a commitment to pro-activity rather than reactivity to whatever extent practical, recognizing that generally the effort expended to prevent crime will be less than that spent trying to react effectively.

The Department has successfully developed and used a broad data base to determine what the actual law enforcement requirements are and what they probably will be. That information is used to improve the value of time spent in patrol, crime prevention and investigations. Resources are aligned to the actual service requirements permitting a high level of response to crime and a reasonable amount of undedicated time for follow-up and patrol. When deputies are available for patrol, they have provided to them a menu of patrol activities that represent the current problems in their assigned area and suggest particular activities to address them. Assignment of follow-up investigations is monitored

carefully to insure that efforts will be made in the areas having the best odds for productivity.

The Department is committed to crime prevention efforts and community involvement. The effects are that crime is prevented, there is a community openness with the Department that aids in addressing crime problems, and the community attitudes about the Department can be assessed.

The Department, being considerably larger than other agencies in the County has the opportunity to develop resources in specialized areas and to apply significant resources to special needs that is often not present in smaller departments. The Sheriff's Department has a policy of complete sharing and cooperation with other agencies. All special units, technical resources, and personnel resources are available at no charge to other police agencies.

The Sheriff and members of his staff are active in many community planning and development efforts. By this participation we can assist others to plan for their future and plan the Department's future needs in response to that development. This involvement includes government, private, and cooperative efforts and spans county-wide, metropolitan, and state-wide interest areas.

C. WHY MEANS CHOSEN

These means of obtaining our objectives have been chosen because they are proven methods of general acceptance within the progressive law enforcement community of this country. They are not single-minded and recognize that planning for the moment does nothing for tomorrow. It is not enough to take the technology and technique currently in vogue without insuring that you can and will evolve with it so today's growth is not lost tomorrow.

D. POLICY FOR DIRECTING PATROL RESOURCES

The Sheriff's Department has a policy of applying resources and directing their use in the most efficient way possible. Efficiency means that the resources will provide the best response and productivity. In order to accomplish this, scientific methods tempered with experience are employed. The Department adopted the Integrated Criminal Apprehension Program (ICAP) model for management of various department functions including patrol allocation, managing continued criminal investigations, and records management. Since its development in the 70's the ICAF concept has proven itself in many of the Country's more progressive police departments as a standard for effective resource management.

The Department is able to determine what the demand for service has been and what it likely will be for a given period of time. In the case of patrol such factors as the number of calls for service, the type of call, the urgency of the calls, the need for back-up units, the time spent on

calls are used to develop a total picture of response requirements. The picture is evaluated by time of the day, day of the week, and geographic considerations. Basic patrols are then assigned to shifts that permit a distribution of resources over the day and over days of the week that reflect the service demand. Certain geographic considerations also dictate the necessary assignment of units to particular areas at a minimum strength. The resulting distribution of patrol resources has the most units available at the heaviest load times and the least units available during the lowest load times. In addition, the distribution permits each unit to have roughly equivalent time available for self-initiated activity, follow-up, and directed patrol.

Constant review by the Crime Analysis Unit of crime patterns and other factors, permits the Watch Commanders to provide patrol units with specific information about their patrol area that will permit the patrol officer to direct his efforts towards a known problem or to be in the area of his district most likely to produce a crime problem.

When unique crime patterns are discovered, a tactical solution is developed. Often time the solution will involve the shifting of or temporary addition of resources to the patrol effort to permit a planned direct attack on the problem.

Within the Patrol Section there are several specialized functions. Some of those functions are performed by deputies in addition to their regular patrol function. In other cases, deputies are assigned full-time to the special function. Many factors determine which method of assignment is used including contract obligations, overall time consumed by the special function, and the need to develop a technical expertise.

Patrols to contract areas are assigned under the terms of the contract. In most cases those contract terms are the result of analysis similar to those described above.

An analysis and review of patrol deployment is conducted every three months at a minimum. A sample of such an analysis accompanies this document.

E. PERFORMANCE MEASURES

The Department measures its performance relative to its objectives by the review of statistical information from past and present and by the more subjective processes of trying to measure attitudes about the Department.

The obvious statistical measures are used. They include crime rates, arrest rates, clearance rates, etc. Less obvious measures include statistical analysis of workload, on-view or self initiated activity, response data, etc.

These measures are evaluated in terms of previous experience to determine effectiveness of programs and to provide direction for structured planning.

Measuring of objectives that involve cooperative relationships with another agencies and organizations is

often more subjective. This process requires that the Department maintain relationships that permit feedback. Some times the use of particular services by other agencies can be measured. However, usually, there are not concrete sources to determine our success in these relationships. We then have to rely on an assessment of overall acceptance and success. This may include public attitudes, public use of services, quality of contact with other planning agencies, etc. While these processes do not lend themselves to quantifying success or failure, they do let us determine in rough terms whether our efforts are successful or not.

F. BENCHMARKS

Benchmarks of success are difficult to specifically define especially where the measures of success are basically subjective. However, in general terms, we can claim success when:

- The crime rate changes are better than comparative areas.

- The ability of the Department to respond increases although resources remain constant.

- Programs designed to be of benefit to others receive and or gain in acceptance and use.

- Participation in community development results in our ability to successfully plan for and respond to the development as it actually occurs.

- Public opinion of the Department is high whether demonstrated at the polls, in the media, or other forum.

- There is a generally good working relationship with other justice agencies that survives external political influences.

G. INTERAGENCY RELATIONS

The Sheriff's Department is committed to provide all neighboring agencies with any assistance requested that is within our ability. All programs within the Department that may be of value to other agencies are designed with that end in mind. Every effort is made to provide assistance without requiring the requesting agency to adapt to practices or controls external to their department. The Sheriff's Department provides service to other agencies in Clackamas County without charge unless mandated to do so. The Sheriff's Department has responded to the needs expressed by other agencies by initiating particular programs of mutual benefit.

H. RELATIONSHIP WITH GOVERNING BODY

The Board of County Commissioners have ultimate responsibility for the Sheriff's Budget. They adopt the

annual budget and it is controlled the County Finance Department. The Board is also responsible for determining the method currently used to fund the Department (serial levy). The Board has a cooperative and supportive attitude towards the Sheriff's Department that has been a major factor in the Department's successes.

I. PRINCIPAL LAW ENFORCEMENT PROBLEMS

The major law enforcement problems affecting the operation of the Sheriff's Department include imbalances within the criminal justice system, quickly evolving crime patterns, and quickly developing need for additional resources.

Imbalances within the criminal justice system that affect the law enforcement effort include lack of prison space or alternatives and reduced technical assistance in relation to demand.

Quickly evolving crime patterns require that a law enforcement agency be able to respond equally as fast. Recognition of the trend, development of new methods, and application of resources must occur without delay to effectively deal with the new problem. As important is to not be caught up needlessly in faddish trends that waste resources. Examples of these quickly evolving trends have been the growth of methamphetamine manufacturing and organized gang related activity.

Becoming of great concern is the ability of the Sheriff's Department to continue to maintain existing service levels in the face of fast paced growth throughout the County. The last addition to the Sheriff's pool of resources occurred in 1981. The development of major efficiencies since that time have permitted the Department to improve its service while demand increased. We are quickly approaching the time that the addition of resources will be necessary to maintain or improve the ability to provide service.

J. COMMUNITY CHARACTERISTICS

The community served by the Sheriff's Department is widely varied. There are urban areas and wilderness areas. There are fast developing areas and economically depressed areas. All of the county is greatly affected by the presence of Portland and has the need for metropolitan law enforcement. The wilderness areas are also the playground for tourists and over one half of the state's population. The new economy of the developing areas is an example being used in the depressed areas as a means of recovery. While the traditional distinctions of urban and rural can still be made, the fact is that the entire county is part of a metropolitan community and effectively presents a generally common law enforcement demand.

These are conditions that have become more clear in the past 10 years. They have caused the Department to

dramatically change and improve the way it does business. Today the Department is the major urban police service provider in the County, has the second largest service population in the State, and is the logical service provider of the future.

K. FUTURE OBJECTIVES

For the future, the Department has as objectives the stabilization of law enforcement provision county-wide, stabilization of law enforcement funding, and continued implementation of new technology for effectiveness.

The establishment of a clear and logical "division of labor" among various levels of law enforcement will greatly improve effectiveness at all levels and will permit the concentration of effort on cooperative law enforcement purposes. The maintenance of a strong Sheriff's Department will insure effective law enforcement remains for all of Clackamas County.

The Sheriff's Department has existed on serial levies since 1976. Serial levies have some advantages. However, over the long run law enforcement will be best served by a return of the Sheriff's Department to a form of stable funding. These first two objectives go hand in hand and have the same purpose in mind.

There is continuing a rapid growth in the technology available to assist police agencies to more effectively and economically pursue their law enforcement purposes. It is our objective to continue to identify those things that will have a real value to the Sheriff's Department operations and to implement them for the benefit of all agencies in the County.

Not all of the new technology that will come available will be employed directly by the Sheriff's Department; however our support will affect availability through other agencies. Among the specific near future developments will be the Automated Fingerprint Identification System (AFIS) being considered by the State Police, more cost effective computer applications, and better proven methods of applying police resources to community conditions.

L. & M. NEEDED RESOURCES

Among the additional resources that the Sheriff's Department has anticipated to meet future needs and to improve service are additional staff directed at field operations, enhanced computer capability to serve all justice agencies of the county, and improved facilities for the Department.

N. ISSUES FOR THE NEXT 5 YEARS

The issues most likely to affect the Department over the next five years are the definition of law enforcement roles

within the county, stabilized funding sources, and the continued "metropolitanization" of the County.

The proper resolution of the first two issues will allow the justice system of the county to withdraw somewhat from the political atmosphere that has to some degree impeded effective provision of law enforcement services in the recent past and provide the resources to be fully directed at the law enforcement mission.

The continued growth of the entire county as part of the Portland Metropolitan area will require that the County have a strong and unified law enforcement effort throughout. The Sheriff's Department is and will be the logical provider of many of those services. In addition, the Sheriff's Department will have an ever increasing obligation to represent county law enforcement in regional law enforcement issues.

MILWAUKIE DEPARTMENT OF PUBLIC SAFETY
POLICE SERVICES
October 26, 1988

In response to a questionnaire from the Law Enforcement Blue Ribbon Committee, the following information is being provided to be included as addendum information to that committee's report.

The mission of the Milwaukie Police Department is to deter criminal activity and vehicular accidents, to respond to citizens' calls for assistance, and to promote a feeling of safety and security throughout the community.

In order to accomplish the Department's mission, the Police Department has numerous objectives that are spread throughout the three different divisions within the Department to work towards meeting the overall mission of the organization.

The primary manner in which the Department's objectives are met starts with the budgeting process and follows through the full organization structure of the Department and its divisions towards supplying service to the public. In working towards those objectives, we have staggered patrol shifts that load patrols with additional personnel on those shifts where the most activity is occurring; we also do the same thing with our dispatch telephone facility for incoming calls and have gone to a strict call prioritization system which means that the more serious calls would be handled quicker than a non-criminal civil or public service oriented call would be handled if both of them came into Dispatch at the same time.

We have realigned our patrol districts thus giving the three distinct areas in town their particular patrol district for consistency, better follow-up of investigations, and better officer familiarity.

The Traffic Unit is a directed patrol rather than a random patrol and responds and works in those particular areas of town that are experiencing the highest level of vehicular accidents and those areas that are generating the most traffic complaints.

The Canine Officers work strictly the two evening shifts to better utilize them as a team in regards to apprehension and tracking of criminals, violators and other persons of interest to the police.

The Detective Unit is currently staffed with three detectives and has divided the work amongst those three for best utilization of their time and continuity of investigations. Each detective is assigned one of the three patrol shifts as their follow-up

liaison officer, and also each detective is given a particular area of expertise to investigate. One detective is assigned narcotics and is currently working on a regional drug narcotic team; one detective is assigned property crimes; and the third detective is assigned person crimes.

The Detective Unit also participates in the county-wide Homicide Team and assists other agencies frequently in homicide type situations along with other municipal police department and Oregon State Police members.

The Enhanced 9-1-1 Dispatch Center is maintained 24 hours a day by one dispatch person and is beefed up to two people seven days a week from 6:00pm to 2:00am to handle the times when we have an over-abundant amount of calls for service coming into the Department.

The Records Division consists of three clerical people that have distinct assignments that more easily facilitate the flow of information through the Department. One clerk is assigned the statistical summaries for the Oregon Uniform Crime Report and the National Crime Information Center Report and is also responsible for the internal statistics of time keeping and calls for service and maintains the payroll records for Department personnel.

Another clerk is a receptionist that not only takes and delivers messages but also handles all the CLASS computer entries and does a lot of filing and miscellaneous office work within the Department.

The third clerk maintains all the personnel files and also acts as the secretary for the Police Chief, the Deputy Police Chief, and the three Detectives.

The Department measures its performance in a variety of manners that together give us an indication as to the job we are doing. The barometer of our success is basically a combination of the number of major cases successfully cleared, input from the citizens, traffic accident statistics, officers' individual performance statistics, overall department activity statistics, input from other law enforcement agencies in the area, input from the Council and other City of Milwaukie boards and commissions, and from the involvement of the police employees in the organization.

The philosophy of the Department in regards to assisting neighboring agencies is that we will assist any law enforcement agency in the general vicinity of Milwaukie with whatever assistance they request with whatever we can provide. We have provided our canine services to all departments in Clackamas County and have had several responses outside the County including to the Hood River County Sheriff's Office.

The Detective Division on a regular basis works with detectives throughout the Portland and Vancouver metropolitan areas and frequently spends more time in the City of Portland and its immediate vicinity than they do in the City of Milwaukie trying to solve crimes that have occurred inside the City of Milwaukie and following up leads.

The uniform patrol officers assist primarily the Clackamas County Sheriff's Office, the Portland Police Bureau, and the Oregon State Police on an as needed basis.

We have equipped our patrol units with UHF and VHF radios so we can literally talk car to car to any police department that adjoins the City of Milwaukie for better communications which has assisted greatly in the arrest of felony subjects that have committed crimes in other jurisdictions and come into Milwaukie or have committed crimes in Milwaukie and have gone into other jurisdictions.

The Police Department has a general service delivery statement that specifies we will respond to any citizen's call for assistance to us in as timely a manner as possible. One of the reasons I believe we have such a high call volume compared to the other cities in the area, which has been pointed out in this study, is that we do physically go to a variety of calls that other departments may not respond an officer to.

I think this may be one reason the Milwaukie Police Department enjoys such a high reputation among its citizens. The level of service we provide is basically set by the standards and demands the citizens of Milwaukie place on the Department.

If there is a unique characteristic of the City of Milwaukie which shapes the character of our police department, it would probably be the fact that (1) we are a bedroom community to the metropolitan area, and (2) our geographical location is between the three highest crime reporting areas in the Portland metropolitan area. The first factor of being a bedroom community corresponds with the high residential property crime rate versus a very low commercial rate, and also explains the lack of a high volume of activity after about two or three o'clock in the morning.

Our geographic location, I believe, is responsible for a lot of the crime in Milwaukie in that the criminals committing crime are transitory and traveling from one high crime area to another. We have had several instances where people have been arrested for robbery, burglary or other crimes that do not live in Milwaukie and that were just traveling through the city. A large number of these people have criminal records in other neighboring jurisdictions and have just taken the opportunity to commit a crime when they have been in Milwaukie.

Another characteristic of the Milwaukie community that is probably not unique to Milwaukie but is definitely a characteristic is the high level of citizen participation in the Police Department in regards to comments, complaints concerning traffic or suspected criminal problems in neighborhoods, and also the assisting of the Police Department in surveillance and obtaining license numbers, etc. that help us provide a better service to them. This is probably not unique to Milwaukie; however, it is a very prevalent feeling and situation that occurs on a regular basis.

The Milwaukie Police Department has several future objectives that would greatly enhance the law enforcement capabilities of this department. The first major objective is to organize, operate and maintain a large volunteer citizens group that would do "crime prevention" work throughout the community and the schools. Another objective would be to computerize our dispatch process and connect it to mobile data terminals in the cars. This would minimize our expense for personnel in Dispatch and would greatly expedite calls for service and communication amongst the cars and the Dispatch Center.

On objective that has been one for the last fourteen years has been relocation of the Police Department to a facility that would better suit the needs of the Police Department and the community.

I think the law enforcement issues that are most likely to affect the development of the Milwaukie Police Department are adequate funding, a continued and expanded working relationship with neighboring departments, a regional-wide computer system that would tie in all departments within the Portland metropolitan area, and the determination of a more cost-effective way to provide police services.

I personally don't feel that law enforcement, as it is being delivered today, is the type of law enforcement that's going to succeed in the Twentieth Century. The continuing spiral of personnel costs and other related costs have got to be controlled and maintained, and yet the effort towards law enforcement has to be increased in order to be able to stay abreast of the continuing rising criminal tide.

I strongly feel that law enforcement service of the future, which may be five years away, will be delivered differently than what they are today and also delivered in a more economic and efficient manner.

APPENDIX F
DETAIL OF CITY EXPENDITURES

LAW ENFORCEMENT EXPENDITURES OF CANBY

	General Patrol \$'s	%	Dedicated Patrol-Traffic \$'s	%	Total Patrol	Dedicated Investigation	Dedicated Public Educ.	Support Services	Total
PERSONNEL									
Administration									
Departmental	\$422,994	89%			\$422,994	\$32,837		\$94,401	\$550,232
MATERIALS AND SERVICES									
Operations	\$38,663	8%			\$38,663	\$4,110		\$10,980	\$53,753
Contracts									
Maintenance	\$7,962	2%			\$7,962	\$734		\$3,552	\$12,248
CAPITAL EXPENDITURES									\$0
Equipment	\$8,167	2%			\$8,167	\$754		\$10,680	\$19,601
Facilities									
DEBT SERVICE									
Capital Replacement									
Long Term									
OTHER									
TOTALS	\$477,786	100%			\$477,786	\$38,435	\$0	\$119,613	\$635,834

LAW ENFORCEMENT EXPENDITURES OF GLADSTONE

	General Patrol		Dedicated Patrol-Traffic		Total Patrol	Dedicated Investigation	Dedicated Public Educ.	Support Services	TOTAL
	\$'s	%	\$'s	%					
PERSONNEL									
Administration								\$95,527	\$95,527
Departmental	\$350,313	82%	\$32,177	8%	\$382,490	\$40,279		\$127,267	\$550,037
MATERIALS AND SERVICES									
Operations	\$17,158	4%	\$1,807	0%	\$18,965	\$1,445		\$20,396	\$40,805
Contracts					\$0				
Maintenance	\$6,321	1%	\$702	0%	\$7,024	\$702		\$3,708	\$11,434
CAPITAL EXPENDITURES					\$0				
Equipment	\$14,711	3%	\$1,635	0%	\$16,345	\$1,635		\$3,269	\$21,249
Facilities									
DEBT SERVICE									
Capital Replacement									
Long Term									
OTHER									
TOTALS	\$388,503	91%	\$36,321	9%	\$424,824	\$44,061	\$0	\$250,167	\$719,052

LAW ENFORCEMENT EXPENDITURES OF LAKE OSWEGO

	Patrol		Dedicated Patrol-Traffic		Total Patrol	Dedicated Investigation	Dedicated Public Educ.	Support Services	TOTAL
	\$'s	%	\$'s	%					
PERSONNEL									
Administration								\$167,142	\$167,142
Departmental	\$1,147,513	74%	\$187,125	12%	\$1,334,639	\$232,690	\$79,140	\$408,008	\$2,054,477
MATERIALS AND SERVICES									
Operations	\$52,064	3%	\$10,413	1%	\$62,477	\$14,578	\$4,165	\$57,238	\$138,458
Contracts									
Maintenance	\$60,313	4%	\$12,063	1%	\$72,376	\$16,888	\$4,825	\$13,730	\$107,819
CAPITAL EXPENDITURES									
Equipment	\$24,675	2%	\$4,935	0%	\$29,610	\$6,909	\$1,974	\$16,945	\$55,438
Facilities									
DEBT SERVICE									
Capital Replacement									
Long Term									
OTHER	\$52,145	3%	\$10,429	1%	\$62,574	\$14,601	\$4,172	\$42,759	\$124,106
TOTALS	\$1,336,710	86%	\$224,965	14%	\$1,561,676	\$285,666	\$94,276	\$705,822	\$2,647,440

LAW ENFORCEMENT EXPENDITURES OF MILWAUKIE

	General Patrol		Dedicated Patrol-Traffic		Total Patrol	Dedicated Investigation	Dedicated Public Educ	Support Services	TOTAL
	\$'s	%	\$'s	%					
PERSONNEL									
Administration								\$124,818	\$124,818
Departmental	\$832,495	86%			\$832,495	\$131,166		\$128,428	\$1,092,089
MATERIALS AND SERVICES									
Operations	\$49,019	5%			\$49,019	\$2,700		\$0	\$51,719
Contracts									
Maintenance	\$49,029	5%			\$49,029	\$4,000		\$5,294	\$58,323
CAPITAL EXPENDITURES									
Equipment	\$32,429	3%			\$32,429			\$0	\$32,429
Facilities									
DEBT SERVICE									
Capital Replacement									
Long Term									
OTHER									
TOTALS	\$962,972	100%	\$0		\$962,972	\$137,866	\$0	\$258,540	\$1,359,378

LAW ENFORCEMENT EXPENDITURES OF MOLALLA

	General Patrol		Dedicated Patrol-Traffic		Total Patrol	Dedicated Investigation	Dedicated Public Educ.	Support Services	TOTAL
	\$'s	%	\$'s	%					
PERSONNEL									
Administration									
Departmental	\$218,467	86%			\$218,467			\$45,884	\$264,351
MATERIALS AND SERVICES									
Operations	\$17,363	7%			\$17,363				\$17,363
Contracts								\$12,318	\$12,318
Maintenance	\$5,795	2%			\$5,795				\$5,795
CAPITAL EXPENDITURES									
Equipment	\$13,650	5%			\$13,650				\$13,650
Facilities									
DEBT SERVICE									
Capital Replacement									
Long Term									
OTHER									
TOTALS	\$255,275	100%	\$0		\$255,275	\$0	\$0	\$58,202	\$313,477

LAW ENFORCEMENT EXPENDITURES OF OREGON CITY

	General Patrol		Dedicated Patrol-Traffic		Total Patrol	Dedicated Investigation	Dedicated Public Educ.	Support Services	TOTAL
	\$'s	%	\$'s	%					
PERSONNEL									
Administration								\$104,633	\$104,633
Departmental	\$866,412	92%			\$866,412	\$123,082		\$248,577	\$1,238,071
MATERIALS AND SERVICES									
Operations	\$21,361	2%			\$21,361	\$3,535	\$2,810	\$15,865	\$43,571
Contracts									
Maintenance	\$26,502	3%			\$26,502	\$3,786		\$3,380	\$33,668
CAPITAL EXPENDITURES									
Equipment	\$27,799	3%			\$27,799	\$3,971		\$1,324	\$33,094
Facilities									
DEBT SERVICE									
Capital Replacement									
Long Term									
OTHER									
TOTALS	\$942,074	100%	\$0		\$942,074	\$134,374	\$2,810	\$373,779	\$1,453,037

LAW ENFORCEMENT EXPENDITURES OF SANDY

	General Patrol		Dedicated Patrol-Traffic		Total Patrol	Dedicated Investigation	Dedicated Public Educ.	Support Services	TOTAL
	\$'s	%	\$'s	%					
PERSONNEL									
Administration								\$20,609	\$20,609
Departmental	\$262,827	83%			\$262,827			\$22,919	\$285,746
MATERIALS AND SERVICES									
Operations	\$42,614	13%			\$42,614			\$4,896	\$47,510
Contracts								\$14,700	\$14,700
Maintenance	\$1,209	0%			\$1,209				\$1,209
CAPITAL EXPENDITURES									
Equipment	\$10,340	3%			\$10,340				\$10,340
Facilities									
DEBT SERVICE									
Capital Replacement									
Long Term									
OTHER									
TOTALS	\$316,990	100%	\$0		\$316,990	\$0	\$0	\$63,123	\$380,113

LAW ENFORCEMENT EXPENDITURES OF WEST LINN

	General Patrol		Dedicated Patrol-Traffic		Total Patrol	Dedicated Investigation	Dedicated Public Educ.	Support Services	TOTAL
	\$'s	%	\$'s	%					
PERSONNEL									
Administration								\$96,180	\$96,180
Departmental	\$551,005	79%			\$551,005	\$41,533		\$50,414	\$642,952
MATERIALS AND SERVICES									
Operations	\$35,642	5%			\$35,642	\$2,073	\$2,038	\$10,270	\$50,023
Contracts	\$0							\$70,350	\$70,350
Maintenance	\$70,792	10%			\$70,792	\$5,446		\$10,891	\$87,128
CAPITAL EXPENDITURES									
Equipment	\$39,114	6%			\$39,114	\$3,009		\$23,194	\$65,316
Facilities									
DEBT SERVICE									
Capital Replacement									
Long Term									
OTHER									
TOTALS	\$696,552	100%	\$0	\$0	\$696,552	\$52,060	\$2,038	\$261,298	\$1,011,949

APPENDIX G
DETAIL OF CCSO EXPENDITURES

LAW ENFORCEMENT EXPENDITURES CCSO

	GENERAL PATROL		DEDICATED PATROL-TRAFFIC		PATROL EMERGENCY SER		PATROL MARINE		PATROL SPEC. INV		PATROL ANIMAL	
	\$'s	%	\$'s	%	\$'s	%	\$'s	%	\$'s	%	\$'s	%
PERSONNEL												
Administration					\$36,122	1%						
Departmental	\$3,361,029	65%	\$167,559	3%			\$85,665	2%	\$189,637	4%	\$30,942	1%
MATERIALS AND SERVICES												
Operations	\$79,548	2%	\$3,816	0%	\$3,750	0%			\$12,122	0%	\$556	0%
Contracts	\$664,535	13%										
Maintenance	\$397,996	8%					\$7,264	0%				
CAPITAL EXPENDITURES												
Equipment	\$95,827	2%	\$595	0%								
Facilities												
OTHER												
TOTALS	\$4,598,935	89%	\$171,970	3%	\$39,872	1%	\$92,929	2%	\$201,759	4%	\$31,498	1%

PATROL CRIM ANAL		TOTAL PATROL		DEDICATED INVESTIG	SUPPORT PUBLIC ED	SUPPORT CRIM I.D.	SUPPORT TRAINING	SUPPORT CRIM ANL	SUPPORT GENERAL	SUPPORT TOTAL	CIVIL ABAND AUTO
\$'s	%	\$'s	%								
\$18,857	0%	\$36,122 \$3,853,690	1% 75%	\$728,869	\$114,132	\$38,373	\$38,537	\$37,881	\$720,127	\$949,050	\$19,324
		\$99,792	2%	\$41,191	\$3,639	\$10,272			\$7,446	\$21,357	
		\$664,535	13%			\$17,177				\$17,177	
		\$405,260	8%						\$11,529	\$11,529	
										\$0	
		\$96,422	2%	\$861		\$2,633			\$11,763	\$14,396	
\$18,857	0%	\$5,155,821	100%	\$770,921	\$117,771					\$1,013,509	\$19,324

CIVIL PROCESS	CIVIL PRIS TRAN	CIVIL TOTAL	JAIL	DATA PROCESS	ADMIN	TOTAL
\$562,810	\$187,526	\$769,660	\$1,665,340	\$133,335	\$187,515 \$166,041	\$223,637 \$8,265,985
\$9,234	\$3,078	\$12,312	\$353,112	\$36,168	\$80,106	\$644,038
		\$0	\$87,394	\$36,125	\$79,334	\$884,565
\$3,735	\$1,245	\$4,980	\$19,747	\$75,918	\$35,717	\$553,151
		\$0				
	\$5,815	\$5,815	\$26,648	\$49,445	\$8,954	\$202,541
\$575,779	\$197,664	\$792,767	\$2,152,241	\$330,991	\$557,667	\$10,773,917

APPENDIX H
CRIME RESPONSES AND CCSO CRIME
INFORMATION BY DISTRICT/GRID

BLUE RIBBON COMMITTEE ON LAW ENFORCEMENT
CLACKAMAS COUNTY POLICE SERVICE STUDY

AGENCY	SERVICE DELIVERY LOCATION(1)	RESPONSE TYPE									
		PART I PRIMARY	CRIMES ASSIST	PART II PRIMARY	CRIMES ASSIST	Part I & II TOTAL	ASSIST	OTHER RESPONSES		TOTAL	
								PRIMARY	ASSIST	PRIMARY	ASSIST
Clackamas County Sheriff's Office	Unincorporated	14670	24	15920	34			22766	2022		
	Other										
	TOTAL	14670	24	15920	34	30590	58	22766	2022	53356	2080
Canby	Inside	439		517				2546			
	Outside					60				60	
	TOTAL	439	0	517	0	1016	0	2546	0	3562	0
Estacada	Inside	201		325				391			
	Outside										
	TOTAL	201	0	325	0	526	0	391	0	917	0
Gladstone (2)	Inside					976	66	8009			
	Outside										
	TOTAL	0	0	0	0	976	66	8009	0	8985	66
Happy Valley	Inside										
	Outside										
	TOTAL	0	0	0	0	0	0	0	0	0	0
Lake Oswego	Inside	1026		2092				7909	103		
	Outside								127		
	TOTAL	1026	0	2092	0	3118	0	7909	230	11027	230
Milwaukie	Inside					1801		13865			
	Outside								139		139
	TOTAL	0	0	0	0	1801	0	13865	139	15666	139
Molalla	Inside	339		556				3228			
	Outside										
	TOTAL	339	0	556	0	895	0	3228	0	4123	0
Oregon City	Inside					5400	385	6980	295		
	Outside										
	TOTAL	0	0	0	0	5400	385	6980	295	12380	680
Sandy	Inside	278		472				923			
	Outside										
	TOTAL	278	0	472	0	750	0	923	0	1673	0
West Linn	Inside					2780	165	3360	135		
	Outside										
	TOTAL	0	0	0	0	2780	165	3360	135	6140	300
Wilsonville	Inside	606		642				1304			
	Outside										
	TOTAL	606	0	642	0	1248	0	1304	0	2552	0

1 Where location of service delivery was not available, service was presumed to be delivered within the jurisdictional boundary.

2 Outside agency responses are projected annual total from 11 month data.

CLACKAMAS COUNTY POLICE SERVICES STUDY						
Partial Distribution of Sheriff's Office Service Delivery						
Part I & II Crimes Recorded in CLASS - 7/1/86 - 6/30/87 (10% sample)						
District	Grid #	Contract Cities	Non-Contract Cities	Inside UGB Unincorp.	Outside UGB	Outside County
A	1	41		16	9	
	2			0	6	
	3			0	3	
	4					
B	1	2		46		
	2			72		
	3			56		
	4			25		
	5			10		
	6			34		
	7			47		
	8			62		
	9			56		
	10			20		
	11			39		
	12			27		
	13			105		
	14			2		
D	2	19		1		
E	1			15		
	9					
F	1			9		
	2			2		
Other					350	
Incorp'd	areas		29			
Outside	County					26
Total Crimes		62	29	644	368	26
% of Total		5.49%	2.57%	60.36%	34.49%	2.44%

Total Cases = 1129

A 4 = Wilsonville
B 10 = Happy Valley
E 9 = Estacada

Clackamas County Sheriff's Office - Calls for Service & Time Spent

Assignment		Calls			Total	Total hours 1	Hr.s / Call
		Part I	Part II	Other			
Desk	1	2359	2843	2398	7600	4287.3	0.56
West Side	2	630	694	1176	2500	1287	0.51
Central	3	7125	6342	9620	23087	12954.4	0.56
Boring	4	1201	1162	1915	4278	2318.6	0.54
Mountain	5	731	780	1316	2827	1655.7	0.59
East Co.	6	902	1194	1724	3820	2129.6	0.56
South Co.	7	1364	1913	2692	5969	3424	0.57
USFS	8	22	43	91	156	103.5	0.66
Animal	9	7	400	53	460	177.5	0.39
Traffic Team	10	63	104	587	754	468.5	0.62
Civil	11	52	81	222	355	222.8	0.63
Marine	12	11	22	84	117	47.5	0.41
Sergeants	13	168	290	727	1185	515.9	0.44
Lieutenants	14	14	16	57	87	44.2	0.51
Reserves	15	21	36	104	161	140.1	0.87
TOTALS		14670	15920	22766	53356	29776.6	

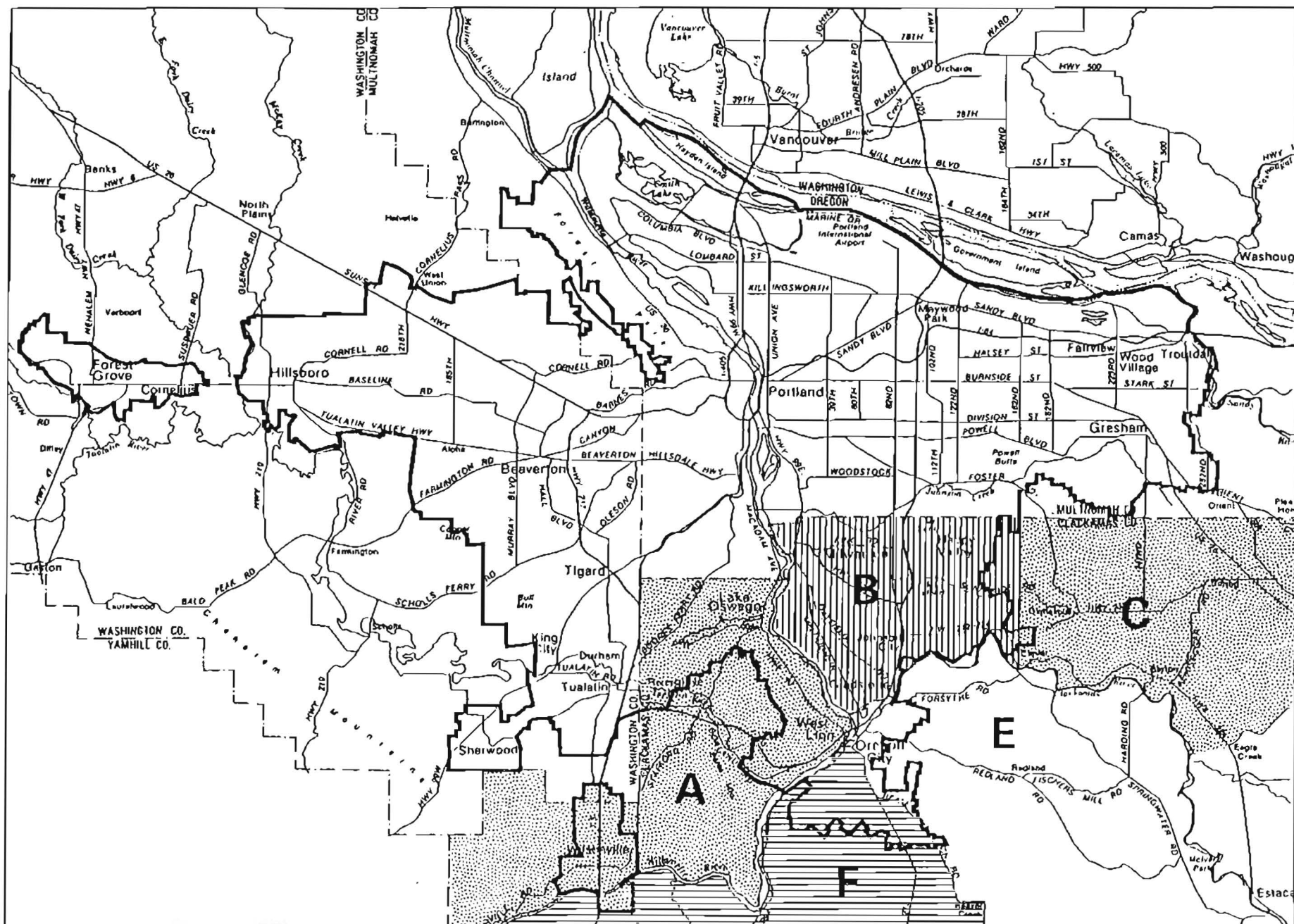
1 Time of arrival to clear time

CRIMES REPORTED TO CLASS - FISCAL YEAR 86/87			
AGENCY	CRIMES		TOTAL
	PART I	PART II	
Canby PD	483	269	752
Gladstone PD	532	199	731
Lake Oswego PD	943	432	1375
Milwaukie PD	1040	362	1402
Molalla PD	251	159	410
Oregon City PD	1291	525	1816
Sandy PD	337	180	517
West Linn PD	417	191	608
CCSO	8214	3306	11520

APPENDIX I
CCSO PATROL HOUR SUMMARY

CCSO PATROL DISTRIBUTION (Representative)			
District	Number of Car	Shifts/Week	Hours/Week
Countywide Sergeants	3	40	320
Westside "A"	1	21	168
99 "B"	2	36	258
Clackamas "B"	1	8	64
82nd "B"	2	35	250
Wild "B"	2	36	258
Metro 1 "B"	1	19	152
Metro 2 "B"	unused		
Boring "C"	1	21	168
Mountain "D"	1	22	176
East "E"	1	22	176
South "F"	1	22	176
Traffic	unused		
Wilsonville	1	22	176
Estacada	1	15	120

APPENDIX J
CCSO DISTRICT/GRID MAP



APPENDIX K
SHERIFF'S ALTERNATIVE ALLOCATION METHOD

CCSO Analysis of Revenue/Expenditure Differential Distribution

	Total	Inside cities	Unincorporated Inside UGB	Unincorporated Outside UGB	Outside County
Revenue	\$10,763,916	\$4,918,296	\$3,024,653	\$2,817,729	\$3,239
Expenditure	\$10,763,916	\$2,209,195	\$4,380,697	\$4,021,978	\$152,046
Difference		\$2,709,101	(\$1,356,044)	(\$1,204,249)	(\$148,807)
Difference per capita		\$26.28	(\$21.70)	(\$14.57)	
Difference per \$1000 A.V.		\$0.72	(\$0.56)	(\$0.55)	

This table re-estimates the distribution of the revenue/expenditure differential shown in Table 17. Using estimates of total time per crime response of the CCSO, average times were estimated by the CCSO using CLASS data and then applied to the distribution of CCSO responses indicated in Appendix H. The differential between cities and unincorporated areas does not change. However, because crime responses require more time outside the UGB, the differential distribution in the unincorporated area does shift to show a more balanced level of expenditure inside and outside the Urban Growth Boundary. The implication is that the relatively more rural areas are receiving \$1.2 million more in service than they provide in revenue. Hence, the differential from the cities is spread relatively evenly across all unincorporated areas and not concentrated in those areas inside the Urban Growth Boundary. The implications of this outcome are that the cities may be generating more revenue than they receive in service but that that revenue is being used for law enforcement throughout the unincorporated areas. Additionally, CCSO responses to crime reports inside and outside the UGB are assumed to be different based on the time necessary to respond to and serve an individual call for service. Hence, while more responses may be made inside the Urban Growth Boundary, the quantitative time spent on outside UGB responses equalizes the overall CCSO effort. Any modifications of revenue generation or expenditure by the CCSO must consider the relative homogeneity of the law enforcement effort in the unincorporated area, e.g., a reduction in the CCSO levy inside cities would require a substantial revenue increase from other sources to maintain the

same level of effort currently being received in the unincorporated area. Further, the annexation of unincorporated areas by the cities will not qualitatively change the demands for service from the CCSO, as currently identified by the Sheriff, in the remaining unincorporated area of the County.

APPENDIX L
GEORGIA ALTERNATIVE ALLOCATION METHOD

Georgia Allocation Method

<u>Countywide</u>	<u>Expenditure</u>	<u>Inside Cities</u>	<u>Inside UGB</u>	<u>Outside UGB</u>
Emergency Services	\$39,872	\$16,559	\$10,040	\$13,273
Marine	\$92,929	\$38,593	\$23,400	\$30,936
Traffic	\$171,970	\$71,419	\$43,302	\$57,249
Criminal I.D.	\$68,455	\$28,429	\$17,237	\$22,789
Transport Prisoners	\$197,664	\$82,090	\$49,772	\$65,802
Civil Process	\$575,779	\$239,121	\$144,981	\$191,677
Jail	\$2,142,241	\$889,183	\$538,173	\$711,646
Subtotal	\$3,288,910	\$1,365,395	\$826,904	\$1,093,372
<u>Unincorporated</u>				
General Patrol	\$4,598,935	\$286,637	\$1,856,974	\$2,455,324
Special Invest.	\$201,759	\$0	\$86,882	\$114,877
Animal Control	\$31,498	\$0	\$13,564	\$17,934
50% Crime Anlys	\$18,857	\$0	\$8,120	\$10,737
Investigation	\$770,921	\$0	\$331,976	\$438,945
Public Education	\$117,77	\$0	\$50,715	\$67,056
Aband Auto	\$19,324	\$0	\$8,321	\$11,003
Subtotal	\$5,759,065	\$286,637	\$2,356,553	\$3,115,875
<u>Direct Costs</u>	\$9,047,975	\$1,652,032	\$3,183,457	\$4,209,247
% Countywide	36%			
% Unincorporated	64%			
<u>Indirect Costs</u>				
Training	\$38,537	\$5,818	\$14,090	\$18,629
50% Crime Anlys	\$37,881	\$5,719	\$13,850	\$18,312
Other Support	\$750,865	\$113,351	\$274,532	\$362,982
Data Processing	\$330,991	\$49,966	\$121,017	\$160,007
Administration	\$557,667	\$84,186	\$203,895	\$269,586
	\$1,715,941	\$259,039	\$627,385	\$829,517
Total Expenditures	\$10,763,916	\$1,911,071	\$3,810,842	\$5,038,765
Revenue	\$10,763,916	\$4,918,296	\$3,024,653	\$2,817,729
Revenue-Expend Difference	\$0	\$3,007,225	(\$786,189)	(\$2,221,036)
Difference Per Capita		\$29.1	(\$12.58)	(\$26.88)
Difference Per \$1000 A.V.		\$0.79	(\$0.32)	(\$1.01)

The above chart reflects an alternative method for calculating the revenue/expenditure differential for Clackamas County Law Enforcement. Developed at the University of Georgia for accomplishing this kind of analysis across all county services, the approach relies on two basic assumptions: 1) services must either be totally unavailable to city residents or delivered to all county residents and 2) revenues and expenditures can be calculated on the basis of population distribution not service delivery distribution. This eliminates consideration of intermittent service delivery which may occur within cities by

county service providers of a direct or indirect kind. It also assumes that service follows population which may not be the case for individual services, although law enforcement does conform to this logic generally. The authors of this methodology do suggest the utilization of alternative, service delivery based analyses where the data is available. We have added the inside/outside Urban Growth Boundary analysis to this method as it was not originally addressed by the Georgia authors. They evaluated only incorporated versus unincorporated areas.

As applied to the Clackamas County law enforcement case, the method produces a slightly different outcome than the approach used by the research team. It indicates that the revenue/expenditure differential is slightly greater from cities to the unincorporated area. Further, it indicates that the CCSO service provision in the area outside the Urban Growth Boundary is even more heavily subsidized than indicated in Table 17, with less subsidy to the area inside the Urban Growth Boundary. The results suggest that CCSO revenue modifications to rectify the subsidy from cities would require even greater consideration of the impact on the relatively more rural areas of the County.